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TOWN OF BLOOMSBURG

PENNSYLVANIA

1974

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COMPREHENSIVE PLAN

TOWN OF BLOOMSBURG
COLUMBIA COUNTY, PENNSYLVANIA

1974

The preparation of this report was financed through a Planning Grant from the Department of Community Affairs under the Provisions of Act 18A approved July 7, 1972, as administered by the Bureau of Planning, Pennsylvania Department of Community Affairs.

BLOOMSBURG PLANNING COMMISSION

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Paul D. Jacobs, Consulting Secretary
Gerald E. Depo, Secretary and Zoning Officer
P. W. Haggerty, Chief of Police
Bruce Keller, Street Commissioner
Geraldine Kern, Town Treasurer
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Harry "Bud" Albertson, Code Enforcement Officer

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1974

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Mrs. Vinnie Benefield
Jack Brobyn

ACKNOWLEDGEMENT

Our appreciation is sincerely expressed to those agencies and organizations whose cooperative efforts have made this report possible. Additionally, many citizens have from time to time paused to discuss various aspects of community development. Such input from public and private sources has been of invaluable help in completing the conceptual plan for the Bloomsburg of tomorrow. Many thanks are proffered to all. With best wishes for continued prosperity in an ever changing environment.

- *Bloomsburg Planning Commission*
- *Bloomsburg Town Council*
- *Bloomsburg Town Officials*
- *Columbia County Planning Commission*
- *Columbia County Redevelopment Authority*
- *Columbia County Housing Authority*
- *Columbia County School District*
- *Pennsylvania Department of Community Affairs*
- *Pennsylvania Department of Environmental Resources*
- *Pennsylvania Department of Transportation*

Sincerely,

CLIFTON E. RODGERS AND ASSOCIATES
Consultant

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INTRODUCTION

INTRODUCTION

Comprehensive Planning is not new in Bloomsburg. The first comprehensive plan for Bloomsburg was published in 1947 to guide growth and development in the period of economic resurgence of the post World War II era. Comprehensive planning, by its very nature, must be responsive to everything new in order to be germane. Thus frequent minor amendments are necessary and major updating requiring a clear renunciation of goals and objectives is required. Hence, in 1965 a new plan responsive to the changing times was developed and published. This plan was "holding its own" until the disastrous flood in June of 1972. Since then rehabilitation of flood damaged communities and revitalization of the economic base became the major concerns of many municipalities, including Bloomsburg. Urban Renewal Projects, and related activities such as "workable program" requirements created the need to coordinate and consolidate the myriad of activities and programs in Bloomsburg.

In 1973, Comprehensive Planning was again re-activated to evaluate the post flood situation and to prepare an adjusted guide for the future of Bloomsburg.

The preparation of this report represents a year of intensive planning activity on the part of the Planning Commission. In one sense, it represents completion of effort but is not an "end" or a point of relaxation. In the truer sense this report is just the beginning, the base or launching pad into the future.

Which way will Bloomsburg go from here? The Plan itself is not the answer, although recommendations and goals are identified the extent of achievement will be the direct result of the effort exerted by the total citizenry.

In practice, a Comprehensive Plan must be an "open file" rather than a published, printed and bound report. It must be regularly reviewed and evaluated as portions are implemented and as conditions change; then updated and revised appropriately - but always in keeping with long-range development goals and objectives of the community as a whole in light of limitations of resources, both natural and economic.

Programs are included herein for land use, circulation, community facilities, and public improvements, which are oriented to meet the needs of Bloomsburg. The recommendations reflect the findings of the background information pulled together and arranged to form a base upon which to build the future. Plans for the future are not rigid and inflexible; rather, they have a pliant resiliency built in that permits them to take a knockout punch and come back strong, and to adapt readily to both physical and technological change.

Appreciation is expressed to the Pennsylvania Department of Community Affairs, Bureau of Planning for the advisory service provided to Bloomsburg; and for administering financial aid provided through the planning grant under the provisions of Act 18A of July 7, 1972.

Appreciation is also expressed to all the individuals and organizations both public and private who freely gave of their time and talent in the preparation of this report.

CLIFTON E. RODGERS AND ASSOCIATES

CHAPTER ONE

POPULATION ANALYSIS

CHAPTER ONE

POPULATION ANALYSIS

An analysis of both past and anticipated trends in population for Bloomsburg Town is an essential prerequisite to planning for the most appropriate utilization of land in relation to community needs and objectives. In this sense, the size of the population to be served provides the basis for the development of plans for the most efficient and economic provision of community services and facilities as well as other categories of land use. The first portion of this chapter, therefore, is an evaluation of past trends in population size and an identification of anticipated growth based on historical patterns and the relationship of the communities to the surrounding area. The second portion of the chapter will deal with the important social characteristics of population such as incomes, poverty levels, and education.

POPULATION TRENDS

The chart "Age - Sex Distribution 1960-1970, Town of Bloomsburg" is a population pyramid, used to show the distribution of the population by age group and sex for the two census years. One of the first things to note about this chart is its shape. The population pyramid for Bloomsburg is not pyramid-shaped at all. There is a narrow base followed by a large concentration of people in the 5 to 24 age group. The remaining distribution is fairly uniform except the 65 years old and over, age category which is larger. Another noticeable characteristic is that there was a population loss or only a very small gain in all the age groups from 1960 to 1970 except for two: the 5 to 14 and the 15 to 24 age groups which experienced a large population increase. Comparing the left and right sides of the chart, one will also notice that there are more females than males in every age group. Table 1-1 portrays statistically what the chart shows graphically.

Table 1-2 compares the percentage population distribution by age of Bloomsburg, Columbia County, and Pennsylvania. The most striking fact is the concentration of population of Bloomsburg in the 15 to 24 age bracket. Over thirty percent (30%) of Bloomsburg's population is in this group, compared with 18.4% and 16.3% for Columbia County and Pennsylvania respectively. This concentration of population is due to the presence of Bloomsburg State College within the Town. Since the large percentage of these college students are 18 to 21 years old, they show up in the 15 to 24 age group.

From 1960 to 1970 Bloomsburg's population did increase by 997 people. However, this population increase was not due to natural increases nor due to permanent in-migration. Rather, this population growth was largely due to the large increase in the enrollment at Bloomsburg State College. So as to obtain a better perspective of the population situation, Tables 1-3, 1-4 and 1-5 are provided. Table 1-3 shows that Bloomsburg has grown at a faster

rate than Columbia County or Pennsylvania by a large margin. Table I-4 shows how Bloomsburg is growing by age groups. The 5-14, 15-24, 55-64, and the 65 and over age groups gained 1,870 persons while the less than 5, 25-34, 35-44, and 45-54 age groups lost 873 people. Overall, there was an increase of 997 people.

Again, it is necessary to point out the source of this population gain. Table I-5 shows the increase in enrollment at Bloomsburg State College over the last five years. From 1969 to 1973 the student enrollment went from 3,537 to 4,368, an increase of 831. In the previous nine years, 1960 to 1969, the total student went from 1,737 to 3,537, an increase of 1,800. Therefore, over the last thirteen years Bloomsburg State College has gained 2,631 students. These college students are the major source of Bloomsburg's population increase.

POPULATION PROJECTIONS

The population projection is based on the answers to several questions. Will Bloomsburg State College experience the same large growth in the 1970's that it did in the 1960's? Will Bloomsburg's local economy prosper or decline in the 1970's? What kind of residential development will occur and at what density? Since 1972 the College enrollment has leveled off. It appears that the local economy has stabilized. There also appears to be no large developments being planned. Consequently, Bloomsburg's growth over the next ten to twenty years will be rather small. This population projection is based on no substantial growth of Bloomsburg State College or local industries. A sudden change in the State's policy concerning higher education could drastically alter future growth, but there is no way to foresee such an event.

Therefore, it is projected that by 1980 Bloomsburg will have a population of around 12,000 and 12,500 people by 1990. Table I-6 gives the past trends and future projections of population in Bloomsburg and several neighboring areas. According to these projections, Bloomsburg will become the major population center in Columbia County with around twenty percent (20%) of the County's population through 1990. The Townships around Bloomsburg will also continue to grow at a moderate rate.

INCOME

The existence of such a proportionately large number of college students also has a great effect upon the statistical income distribution levels in Bloomsburg. Most college students are not earning a great deal of money since they are still going to school. They still largely depend on their parents for financial support. Yet some do appear in the income statistics. Fortunately, the students can be largely separated from the remainder of the population by using median incomes for families and unrelated individuals. The two measures do not completely segregate college students and non-students since there are married students, whose income levels would be reflected by median family income statistics, and there are unrelated individuals who are not students. However, the differentiation will give a rough approximation of the welfare levels of both groups.

Tables I-7 and I-8 provide the statistics with which to analyze the income situation in Bloomsburg. To begin the analysis, there will be examination of how the income levels have changed in Bloomsburg from 1960 to 1970. There has been a dramatic shift in the distribution of families according to incomes. In 1960, 73.0% of the families earned less than $7,000 per year. By 1970 this percentage had been cut approximately in half to 36.7%. In contrast, in 1960 only 9.1% of the families earned $10,000 a year or more. By 1970 the figure had more than tripled to 33.1% of the families. Obviously, there was a dramatic shift upward in the family income distribution between 1960 and 1970. These increases are also reflected in the comparisons of median family incomes of 1960 and 1970. In 1960 median family income in Bloomsburg was $5,367. By 1970 it had risen by more than $2,700 to $8,099.

To put Bloomsburg's income level in the proper perspective, comparisons with County and State income levels are employed. It would appear that while incomes have risen sharply in Bloomsburg they have still not kept pace with Pennsylvania levels. While 49.0% of Bloomsburg's families earn less than $8,000 per year, only 27.2% of Pennsylvania's families are in this income group. At the same time only 9.4% of Bloomsburg's families earn $15,000 or more per year while 18.3% of the State's families are in this income bracket. Bloomsburg has not kept pace with median family income levels of Pennsylvania. In 1960 median family incomes in Bloomsburg and Pennsylvania were $5,376 and $5,719 respectively. By 1970 this income gap had widened to more than $1,400 with an $8,099 median family income in Bloomsburg and $9,559 median family income in Pennsylvania. Obviously Bloomsburg has not kept pace with the State. On the positive side, Bloomsburg does have a slight income advantage over the remainder of Columbia County.

Table I-9 makes the effect of the college students on income levels obvious. The median income of unrelated individuals in Bloomsburg is $922 per person per year, only 41% of the Pennsylvania figure of $2,235. The people of Bloomsburg are not really that poor. Because they are attending College, the students can only work part time and during vacations. They still depend on their parents for the large portion of their support, however, their parents' support does not appear as income. Hence, their level of welfare appears low although it really is not. This discussion leads the way to an obvious question. What really is the welfare level in Bloomsburg? The question leads to the next section of the chapter which deals with poverty.

POVERTY

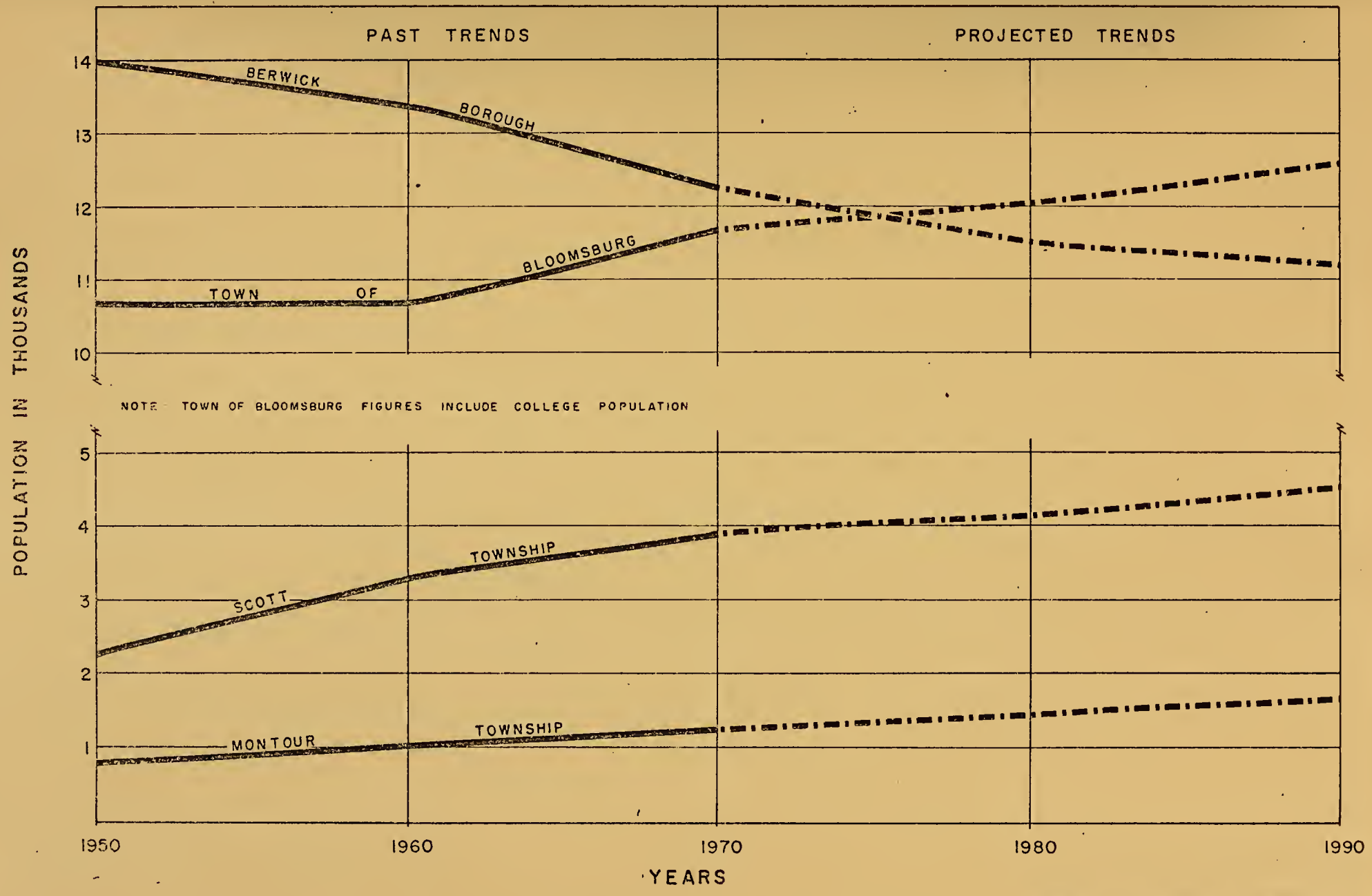
The poverty problem in Bloomsburg and Pennsylvania is described in Table I-9. A total of 1,489 people or 15.3% of Bloomsburg's population was below the poverty line in 1970, as defined by the official U.S. Census. The poverty statistics used in the U.S. Census and presented herein are based on a definition derived by the Social Security Administration in 1964 and subsequently modified by a Federal Interagency Committee in 1968. The definition provides a range of poverty income levels adjusted by such

factors as family size, sex of the family head, number of dependent children under 18 years old, and farm and non-farm residence. These proverty thresholds range from $1,487 for a female individual 65 years old and over living on a farm to $6,116 for a non-farm family with a male head and seven or more persons. There are several components to this poverty population. Five hundred or about one-third of the persons below the poverty line are persons 65 years of age or older. These persons must live off social security, their savings, public assistance, and/or friends and relatives. It is these elderly persons that comprise the biggest portion of the poverty population. The second group is the unemployed. It is estimated that they and their dependents comprise another third of the poor. Another group is those people who are working, but because of a variety of factors (no skills, lack of opportunity, illness, large families, etc.), do not earn enough to be above the poverty mark.

Comparing the figures for Bloomsburg and Pennsylvania, it becomes evident that there is a poverty problem in Bloomsburg. 15.3% of Bloomsburg is below the poverty line compared with 10.6% of Pennsylvania. About one-third of the elderly are impoverished in Bloomsburg which compares with 24.1% in Pennsylvania. While Bloomsburg has relatively more people below the poverty line than Pennsylvania, it has a much higher percentage receiving public assistance. 223 of the 245 families (91%) below the poverty line are receiving public assistance. This is a much higher percentage than in the remainder of Pennsylvania where less than sixty percent (60%) of the poor families receive public assistance.

EDUCATION

Due to the existence of Bloomsburg State College in the Town and the educational level of the staff necessary to operate such an institution, the educational levels in Bloomsburg are above the County and State norms. 62% of the population 25 years and older in Bloomsburg are high school graduates as compared with 52.4% in Columbia County and 50.3% in Pennsylvania. The effect of the College is even more pronounced when one looks at the percent of the population 25 and over who are college graduates. 12.6%, 6.1%, and 8.8% of those 25 and over are college graduates in Bloomsburg, Columbia County, and Pennsylvania respectively.



POPULATION TRENDS 1950 - 1990

TOWN OF BLOOMSBURG

COLUMBIA COUNTY • PENNSYLVANIA

THE PREPARATION OF THE MAP, WAS FINANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 18 A APPROVED JULY 7, 1972 AS ADMINISTERED BY THE BUREAU OF PLANNING, PENNSYLVANIA DEPARTMENT OF COMMUNITY AFFAIRS.

SOURCE: U.S. CENSUS OF POPULATION
BUREAU OF THE CENSUS
U.S. DEPT. OF COMMERCE
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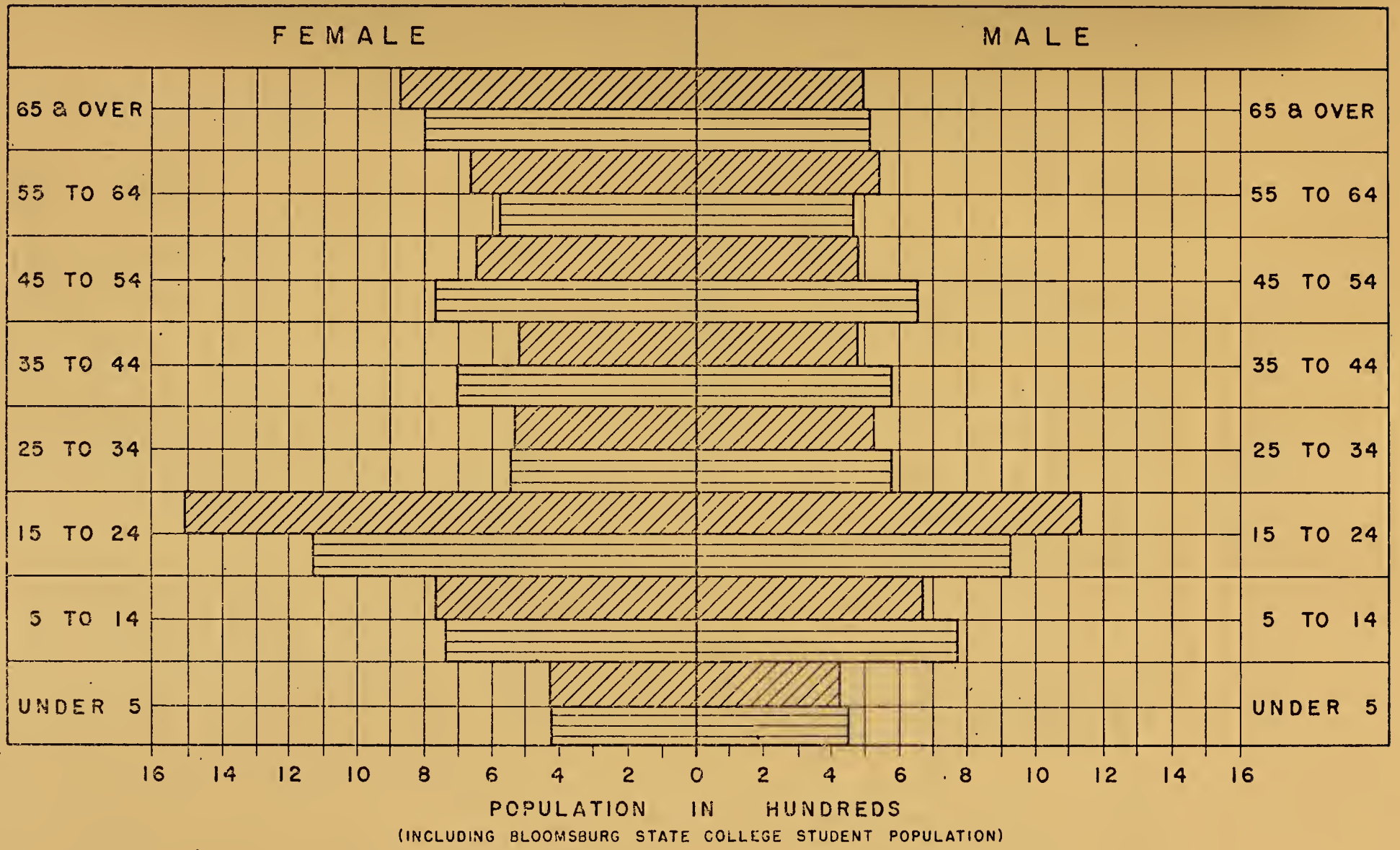
CLIFTON E. RODGERS and ASSOCIATES
Planning Consultants Landscape Architects
HARRISBURG PENNSYLVANIA



SOURCE: U.S. CENSUS OF THE POPULATION
BUREAU OF THE CENSUS
U.S. DEPARTMENT OF COMMERCE

AGE - SEX DISTRIBUTION 1960 - 1970

TOWN OF BLOOMSBURG

COLUMBIA COUNTY • PENNSYLVANIA

THE PREPARATION OF THE MAP, WAS FINANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 18 A APPROVED JULY 7 1974 AS ADMINISTERED BY THE BUREAU OF PLANNING, PENNSYLVANIA DEPARTMENT OF COMMUNITY AFFAIRS

CLIFTON E. RODGERS and ASSOCIATES
Planning Consultants Landscape Architects
HARRISBURG PENNSYLVANIA

TABLE I-1
POPULATION DISTRIBUTION BY AGE AND SEX
IN BLOOMSBURG
1960-1970

Age	1960 Total	1960 Male	1960 Female	1970 Total	1970 Male	1970 Female
Less than 5	881	457	424	700	338	362
5 - 14	1,495	763	732	1,596	754	842
15 - 24	2,054	917	1,137	3,576	1,730	1,846
25 - 34	1,150	582	568	1,058	525	533
35 - 44	1,290	585	705	993	476	517
45 - 54	1,426	656	770	1,123	482	641
55 - 64	1,048	464	584	1,219	544	675
65 & Over	1,311	509	802	1,387	498	889
TOTAL	10,655	4,933	5,722	11,652	5,347	6,305

Includes Bloomsburg State College Students.

SOURCE: U.S. Census of Population
Bureau of the Census
U.S. Department of Commerce.

TABLE I-2
POPULATION DISTRIBUTION BY AGE GROUPS
(In Percent)
1970

	Town Of Bloomsburg	Columbia County	Pennsylvania
Under 5	6.0	7.6	7.9
5 - 14	13.7	17.8	19.1
15 - 24	30.6	18.4	16.3
25 - 34	9.1	10.5	11.1
35 - 44	8.5	10.7	11.6
45 - 54	9.7	12.7	12.9
55 - 64	10.5	10.7	10.3
65 and Over	11.9	11.6	10.8
TOTAL	100.0	100.0	100.0

TABLE I-3
POPULATIONS OF BLOOMSBURG AND COLUMBIA COUNTY
1960 and 1970

	Bloomsburg Town	Columbia County	Bloomsburg*
1960	10,655	53,489	19.9
1970	11,652	55,114	21.1

*Shown as a percent of County

POPULATION INCREASES FOR BLOOMSBURG,
COLUMBIA COUNTY AND PENNSYLVANIA
1960 and 1970

	Population Increase	Percent Increase
Bloomsburg	997	9.4
Columbia County	1,625	3.0
Pennsylvania	474,498	4.2

TABLE I-4
POPULATION CHANGES BY AGE GROUPS
IN BLOOMSBURG
1960 to 1970

	1960	1970	Population Change	Percent Change
Less than 5	881	700	- 181	- 20.5
5 - 14	1,495	1,596	+ 101	+ 6.8
15 - 24	2,054	3,576	+ 1,522	+ 74.1
25 - 34	1,150	1,058	- 92	- 8.0
35 - 44	1,290	993	- 297	- 23.0
45 - 54	1,426	1,123	- 303	- 21.2
55 - 64	1,048	1,219	+ 171	+ 16.3
65 and Over	1,311	1,387	+ 76	+ 5.8
TOTAL	10,655	11,652	+ 997	+ 9.4

TABLE I-5
FULL-TIME ENROLLMENT
AT BLOOMSBURG STATE COLLEGE
BY PLACE OF RESIDENCE
(1960-1973)

	1969			1970			1971			1972			1973		
	Women	Men	Total	Women	Men	Total	Women	Men	Total	Women	Men	Total	Women	Men	Total
Commuting	409	468	877	514	499	1,013	618	563	1,181	415	476	891	410	427	837
Dormitory	818	907	1,725	1,103	894	1,997	1,402	892	2,294	1,335	833	2,168	1,366	797	2,163
Non-Residents In Town	410	501	911	340	599	939	469	589	1,058	651	600	1,251	683	639	1,322
Total Undergraduates	1,637	1,876	3,513	1,957	1,992	3,949	2,489	2,044	4,533	2,401	1,909	4,310	2,459	1,863	4,322
Full-Time Graduates	11	13	24	19	17	36	22	22	44	23	35	58	19	28	47
TOTAL	1,648	1,889	3,537	1,976	2,009	3,985	2,511	2,066	4,577	2,424	1,944	4,368	2,478	1,891	4,369

SOURCE: Bloomsburg State College Enrollment Records.

TABLE I-6
POPULATION TRENDS AND PROJECTIONS FOR
BLOOMSBURG AND SURROUNDING AREAS

				1980			1990		
	1950	1960	1970	Low	Medium	High	Low	Medium	High
Bloomsburg Town	10,633	10,655	11,652	11,800	12,000	12,200	11,900	12,500	13,600
Scott Township	2,258	3,256	3,875		4,100			4,500	
Montour Township	801	1,015	1,224		1,400			1,600	
Berwick Borough	14,010	13,353	12,274		11,500			11,200	
Columbia County	53,460	53,489	55,114		61,578			65,240	

SOURCES: (1) 1950-1970 U.S. Census.

(2) Projections for Scott and Montour Townships and Berwick Borough by Consultant, 1973.

(3) Projections for Columbia County by the National Planning Association for the Pennsylvania State Planning Board, 1971.

TABLE I-7
FAMILY INCOMES
1960 and 1970

Family Incomes	Bloomsburg 1960 Number Of Families	Bloomsburg 1960 % Of Families	Bloomsburg 1970 Number Of Families	Bloomsburg 1970 % Of Families	Bloomsburg Change 1960-70	Bloomsburg Percent Change 1960-70	Columbia County 1970 % Of Families	Pennsylvania 1970 % Of Families
Less than $1,000	91	3.3	40	1.5	- 51	- 56.0	1.4	1.9
$ 1,000 - $ 1,999	144	5.2	85	3.0	- 59	- 41.0	2.6	2.4
$ 2,000 - $ 2,999	244	8.9	136	5.0	- 108	- 44.3	4.7	3.7
$ 3,000 - $ 3,999	345	12.5	162	6.0	- 183	- 53.0	5.3	4.3
$ 4,000 - $ 4,999	382	13.9	136	5.0	- 246	- 64.4	6.7	4.6
$ 5,000 - $ 5,999	452	16.5	244	9.0	- 208	- 46.0	9.9	5.7
$ 6,000 - $ 6,999	348	12.7	194	7.2	- 154	- 44.3	10.2	6.8
$ 7,000 - $ 7,999	173	6.3	333	12.3	+ 160	+ 92.5	10.2	7.8
$ 8,000 - $ 8,999	188	6.8	273	10.1	+ 85	+ 45.2	10.0	8.4
$ 9,000 - $ 9,999	132	4.8	214	7.8	+ 82	+ 62.1	8.5	7.9
$10,000 - $11,999	169	6.1	331	12.2	+ 473	+ 279.9	13.0	28.2
$12,000 - $14,999			311	11.5			9.5	
$15,000 - $24,999	72	2.6	189	7.0	+ 117	+ 162.5	6.5	14.4
$25,000 - $49,999	12	0.4	55	2.0	+ 54	+ 450.0	1.3	3.9
$50,000 or More			11	0.4			0.2	
TOTAL	2,752	100.0	2,714	100.0			100.0	100.0
Less Than $4,000		29.9		15.5			14.0	12.3
$ 4,000 - $ 7,999		49.4		33.5			37.0	24.9
$ 8,000 - $14,999		17.7		41.6			41.0	44.5
$15,000 - $24,999		2.6		7.0			6.5	14.4
$25,000 or More		0.4		2.4			1.5	3.9
TOTAL		100.0		100.0			100.0	100.0

TABLE I-8
MEDIAN INCOMES
1960 and 1970

1960	Bloomsburg Town	Columbia County	Pennsylvania
Median Family Income	5,376	4,855	5,719
Median Income of Unrelated Individuals	804	896	1,467
Median Income of Families and Unrelated Individuals	3,453	4,130	5,031
1970			
Median Family Income	8,099	7,958	9,558
Median Income of Unrelated Individuals	922	1,410	2,235
Median Income of Families and Unrelated Individuals	2,775	6,237	7,954

TABLE I-9
POVERTY IN BLOOMSBURG AND PENNSYLVANIA
1970

Number of Persons in Families Below the Poverty Level	748
Number of Unrelated Individuals Below the Poverty Level	741
Total Number of Persons Below the Poverty Level	1,489
Number of Persons 65 and Over Below the Poverty Level	500
Number of Families on Public Assistance	223

	Bloomsburg	Pennsylvania
Percent of Population Below Poverty Level	15.3	10.6
Percent of Families Below Poverty Level	9.0	7.9
Percent of Elderly Below Poverty Level	33.6	24.1
Percent of Families Receiving Public Assistance	8.2	4.6

TABLE I-10
EDUCATION
1970
(Persons 25 Years Old and Over by Number of School Years Completed)

	Bloomsburg					
	Male	Female	Total	% Of Total	Columbia County % of Total	Pennsylvania % of Total
None	25	16	41	0.7	0.9	1.4
Elementary						
1 - 4	27	31	58	1.0	1.9	2.8
5 - 6	93	101	194	3.4	8.0	5.7
7	79	157	236	4.1		4.5
8	267	317	584	10.1	15.4	14.7
High School						
1 - 3	463	622	1,085	18.7	21.4	20.6
4	1,022	1,293	2,315	40.0	39.8	34.5
College						
1 - 3	141	402	543	9.4	6.5	7.0
4	168	211	379	6.6	6.1	5.1
5 or More	240	105	345	6.0		3.7
Percent High School Graduates				62.0	52.4	50.3
Percent College Graduates				12.6	6.1	8.8

CHAPTER TWO

ECONOMY

CHAPTER TWO

ECONOMY

The Town of Bloomsburg has long been a leading center of economic activity in Columbia County. Its mixture of manufacturing industries, retail and service establishments and higher education facilities has made Bloomsburg a viable community. Recently, there has been a slowdown in the economic growth in the Town. Like so many other downtown areas Bloomsburg's economy has suffered due to the dispersion of retail activities and industries from the Town to the suburban shopping centers and industrial parks outside of the urban core.

Nevertheless, Bloomsburg remains as a major shopping center in the region and with the continued presence of Bloomsburg State College and manufacturing industries its function as a retail and service center will continue. In addition to generating commercial activity, the College itself is a major employer. On should also not forget the core of Bloomsburg's economy, manufacturing. The presence of twenty-five firms employing over three thousand people insures Bloomsburg's economic existence.

THE LABOR FORCE

Central to any economic analysis of a community is the characteristics of its labor force. Tables 2-1 and 2-2 illustrate the character of Bloomsburg's labor force. 35.1% of Bloomsburg's labor force is in the 45 to 64 age group. This concentration becomes more significant when compared to Pennsylvania's labor force. Only 21.6% of Pennsylvania's labor force is between 45 to 64 years old. This difference of over 13% shows that Bloomsburg has a higher concentration of older workers than the state. This fact could be a serious handicap to Bloomsburg in trying to attract new industries.

Table 2-2 explains the various reasons why over 4,000 of Bloomsburg's people are not in the labor force. There are three basic groups of people not in the labor force. They are: (1) 1,798 students enrolled in high school and at Bloomsburg State College; (2) over a thousand women who are housewives; and (3) over a thousand retired persons in the Town.

EMPLOYMENT

Table 2-3 describes the employment situation in Bloomsburg and how it has changed from 1960 to 1970. In the 1960's employment in Bloomsburg grew by 536, from 4,366 to 4,902, representing a 12.3% increase. However, these employment increases were not spread evenly throughout the various sectors of the economy. From 1960 to 1970 there were six areas in which exceptional growth occurred while there were six employment areas that experienced rather large decreases in employment opportunities. The six

"growth" sectors were: (1) Other retailing gained 83 jobs, an increase of 15.3%; (2) Hospital and medical services added 137 employees, a 69.2% increase; (3) Public education, which includes Bloomsburg State College, had an increase of 323 employees or 100.6%; (4) The professional and related services sector increased by 84 jobs or 53.8%; (5) Public administration added 65 workers, an increase of 69.1%; and (6) The manufacturing sector had an increase of 79 jobs or 4.8%. Together these six economic sectors accounted for 771 new jobs in the ten years from 1960 to 1970.

There was also some negative trends in the employment with six areas showing major declines in employment. They were: (1) the textile and apparel industry lost 138 jobs, a decrease of 11.1%; (2) wholesale trade decreased by 44.4% or 67 jobs; (3) food and dairy stores experienced a loss of 34 jobs or 26.2%; (4) there was a loss of 62 jobs or 33.0% in employment in eating and drinking places; (5) finance, insurance, and real estate declined by 92 employees, representing a 56.1% decrease; and (6) transportation related industries lost 67 jobs, a decrease of 33.7%. Collectively, these industries lost 460 jobs in the decade.

Manufacturing remains as the largest sector of the Bloomsburg economy. With over 35% of the total employment its importance to Bloomsburg cannot be ignored. Although manufacturing dominates the economic picture, the importance of other sectors also cannot be ignored. Retail trade accounts for 17.4% of the employment. The third largest employment area is public education, including Bloomsburg State College as well as the public school system. The importance of this employment area is further demonstrated by the fact that it is the fastest growing economic activity in Bloomsburg, doubling its employment over the last ten years. Public education now employs 13.0% of the working labor force. Together these three areas (manufacturing, retail trade, and public education) account for about two-thirds of the employment in Bloomsburg.

To serve as a basis of comparison, Table 2-3 also gives employment figures for Columbia County and Pennsylvania. The employment concentrations in manufacturing and retail trade are present in both Columbia County and Pennsylvania. There is a difference when public education employment figures are compared. Public education accounts for 6.3% of the employment in Columbia County and only 4.8% in Pennsylvania. These figures point out Bloomsburg's role as a major educational center in Pennsylvania.

MANUFACTURING

Since manufacturing is such an important component of the local economy, closer examination is necessary. Table 2-4 gives a picture of manufacturing sector in Bloomsburg and Columbia County and how it has changed from 1962 to 1972. Overall, both Bloomsburg and Columbia County have increased their manufacturing activities. From 1962 to 1972 Bloomsburg has added seven firms while Columbia County has added fourteen. In terms of manufacturing employment Bloomsburg added 563 jobs between 1962 and 1967 but lost 200 jobs between 1967 and 1972. Columbia County has had a steady increase, gaining 1,555 in the period 1962-1972. Even

though Bloomsburg has lost some jobs in the last five year period, it still is a large manufacturing center, containing 29.3% of Columbia County's manufacturing employment. The table also shows that the wages in Bloomsburg and Columbia County are compatible, that is, while Bloomsburg has 29.3% of the County's manufacturing employment, it also receives 29.3% of the County's wages.

At this point it becomes necessary to introduce and explain several technical terms. "Value of production" means the monetary worth of all the goods produced by manufacturing firms in that area in that year. For example, in 1972 the twenty-five manufacturing firms in Bloomsburg produced, or had a value of production of, $79,459,000 worth of finished products. Another term is "value added by manufacturer" which is the difference between the cost of all the raw materials and the value of production. Simply, it is the monetary value added to raw materials by the production process. A third term is "capital expenditures" which is defined as the amount of money invested by firms to maintain or expand their capacity to produce. So as to make these terms more meaningful in their reference to Bloomsburg and Columbia County, they were reduced to relative terms. Wages and salaries were modified to a per worker per year figure, value added by manufacture was changed to value added per employee, and capital expenditures were changed to capital expenditures/establishment. In this way, comparisons can be made.

As Table 2-4 shows the wages per employee in Bloomsburg and Columbia County are approximately equal. Comparing the figures between the County and Town for value added/employee in 1972 raises an interesting question. Why the $1,729 difference between the two? The answer is to be found in value added/employee figures and the industrial mix of the two areas. Seven of Bloomsburg's twenty-five manufacturing firms produce textile mill products while only fifteen of Columbia County's 123 firms produce textiles. It is the concentration of the textile industry that explains the difference in value added because the textile industry tends to have a lower value added figure than most other industries. The capital expenditures per establishment figures give some indication of the future of manufacturing because it is these large investments that indicate whether or not a firm is going to cease, maintain or increase production. Since the average capital expenditures per establishment in Bloomsburg are more than $165,000 per year, there would seem to be an indication that the Bloomsburg firms intend to maintain or increase production over the next five to ten years.

Table 2-5 shows the leading manufacturing industries in Bloomsburg and Columbia County in 1972. 92.3% of Bloomsburg's manufacturing employment is accounted for by fifteen firms. These firms also represent 64.7% of total employment and are the cornerstone of Bloomsburg's economy. Of these fifteen firms the seven that produce textile mill products are of particular importance since they account for 52.7% of the total employment in the Town. This concentration of employment in one product or group of related products is important to note. One is forced to ask the question, What would be the effect upon Bloomsburg if there was a serious decline or depression in the textile products industry? A layoff of a thousand

or more persons could be possible. A broadening of the industrial base, that is, the addition of new industries other than textiles should be encouraged. This encouragement should not be at the expense of existing textile industry for textiles will continue to be the core of Bloomsburg's employment. Instead, new industries should be of the type that would cushion the effect of cyclical changes in the textile industry. Perhaps Bloomsburg could be very successful in obtaining industries that are attracted by the presence of colleges. Such manufacturing firms could include publishing companies, data processing, electronics, scientific equipment firms, etc.

Table 2-6 gives the employment picture of Columbia County from June, 1972 to April, 1973. This table was included because it contains the most recent data available of the employment picture in the Berwick-Bloomsburg labor market area. Several things should be noted. First, between June, 1972 and August, 1972 there was very little change in the employment picture which indicates that adverse effects to the local economy by Hurricane Agnes in June of 1972 were negligible. Unemployment over the period has been somewhat high, fluctuating from six to seven percent. Also noteworthy is that manufacturing continues to dominate the employment picture with about 47% to 49% of the total employment.

BLOOMSBURG STATE COLLEGE ECONOMIC INFLUENCE

It would be impossible to measure the full economic value of Bloomsburg State College to the Town. No survey could measure the added earning power of residents of the community, which has come as a result of the education that Bloomsburg State College has offered since its founding in 1839. More important still, the spiritual, moral and intellectual benefits to the community and to individuals can never be evaluated by any quantitative analysis. The following analysis, therefore, is only a rough attempt at measuring the economic impact of Bloomsburg State College on the Town of Bloomsburg.

The prime economic movers in a community are the basic industries; those activities which are based primarily on the sale of goods and services outside the local area, or which are supported by non-local revenue sources. It is these basic activities that provide the money to pay for an area's imports and also serve as a base upon which local "service" activities can be built.[1] Unlike service activities, the capacity for growth of basic industry is not restricted by local demand or income levels. Furthermore, its expansion also generates a concomitant secondary growth in the service industries. In short, basic industries should be regarded as the foundation of a community's economy. Bloomsburg State College is a basic industry exporting its product, higher education, throughout the country.

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[1] Walter Isard, Methods of Regional Analysis (Cambridge, Mass.; The M.I.T. Press, 1960), page 190.

The problems of measuring the economic impact of the College can be classified under two general categories. First, how much money flows into the Town as a result of the College? Secondly, how much does the College and its students spend in the Town for services, supplies, and materials necessary for their operation and maintenance? Obviously, not all of the purchases are made within the Town for in the surrounding area competitive establishments draw a proportionate part of the retail dollar.

With over 4,600 full and part-time students at Bloomsburg State College, it is the Consultant's estimate that over $10 million is brought into the Town through tuition, student housing, deposits and fees, books and other educational materials, and living costs. Another $2 million is brought in by students attending the smaller summer session at the College. The impact of the salaries of the professors and non-professional employees accounts for another $7 million. A conservative estimate of the economic impact of Bloomsburg State College on the Town of Bloomsburg is $19 million per year.

It is obvious that the loss of Bloomsburg State College would be a serious blow to Bloomsburg's local economy. Bloomsburg State College is one of the Town's leading economic enterprises, and one of the goals of the Town's Comprehensive Plan should be to ensure the continued growth of Bloomsburg State College.

RETAIL TRADE

Table 2-7 shows the importance of retail trade in the Town of Bloomsburg. In 1967 Bloomsburg had 207 retail establishments with sales of almost $32 million, a payroll of more than $3 million, and an employment of 1,080. Bloomsburg had more than forty percent of the County's sales and 47.5% of the payroll in the County in 1967. With the rise of suburban shopping centers since 1967, Bloomsburg's percentage share of Columbia has undoubtedly decreased. However, the importance of the retail trade industry to Bloomsburg is still very large and will continue to be so.

TABLE 2-1
BLOOMSBURG LABOR FORCE
(Persons 16 Years Old & Over by Age and Sex)
1970

	Bloomsburg				Pennsylvania
Age	Male	Female	Total	% Of Total	% Of Total
16 - 17	52	61	113	2.2	3.3
18 - 19	227	265	492	9.7	5.6
20 - 21	252	277	529	10.4)	14.9
22 - 24	218	142	360	7.2)	
25 - 34	504	266	770	15.2	23.7
35 - 44	466	311	777	15.3	25.7
45 - 64	946	769	1,715	35.1	21.6
65 & Over	151	100	251	4.9	5.2
TOTAL	2,816	2,191	5,007	100.0	100.0

TABLE 2-2
BLOOMSBURG LABOR FORCE STATUS,
SELECTED CHARACTERISTICS AND SEX
(Persons 16 Years Old and Over)
1970

	Male	Female	Total
In Armed Forces	5	0	5
In Labor Force			
Employed	2,769	2,133	4,902
Unemployed	42	58	100
Not In Labor Force			
Less than 65			
Inmate	0	0	0
Enrolled In School	904	894	1,798
Other	156	1,158	1,312
65 and Older			
Inmate	0	0	0
Enrolled in School	0	10	10
Other	347	779	1,126

TABLE 2-3
BLOOMSBURG EMPLOYMENT BY INDUSTRY
PERSONS 16 AND OVER
1960-1970

Industry	Bloomsburg Total	Male	Female	% Of Total	Columbia County Total	% Of Total	Pennsylvania % Of Total
1960							
Agriculture, Forests, Fishing	61	52	9	1.4	DNA	DNA	2.6
Mining & Construction	148	144	4	3.4	DNA	DNA	6.6
Manufacturing	1,650	1,083	567	37.8	DNA	DNA	37.4
Transportation	199	154	45	4.4	DNA	DNA	8.2
Wholesale	151	118	33	3.5	DNA	DNA	2.9
Food & Dairy Stores	130	89	41	3.0	DNA	DNA	2.8
Eating & Drinking Places	188	56	132	4.3	DNA	DNA	2.6
Other Retail	544	346	198	12.4	DNA	DNA	8.9
Finance, Insurance, Real Estate	164	97	67	3.8	DNA	DNA	3.5
Services	283	163	120	6.5	DNA	DNA	7.3
Entertainment & Recreation	38	22	16	0.9	DNA	DNA	0.9
Hospitals & Medical	198	51	147	4.5	DNA	DNA	2.9
Education - Public	321	181	140	7.4	DNA	DNA	3.4
Education - Private	41	12	29	0.9	DNA	DNA	1.6
Professional & Related Services	156	100	56	3.6	DNA	DNA	4.0
Public Administration	94	90	4	2.2	DNA	DNA	4.4
TOTAL	4,366	2,758	1,608	100.0			100.0
1970							
Agriculture, Forests, Fishing	81	76	5	1.7	805	3.6	1.8
Mining & Construction	185	165	20	3.8	1,213	5.4	6.3
Manufacturing	1,729	1,098	631	35.2	10,575	47.1	3.3
Transportation	132	79	53	3.8	816	3.6	6.3
Wholesale	84	69	15	1.7	490	2.2	3.6
Food & Dairy Stores	96	52	44	2.0	497	2.2	2.6
Eating & Drinking Places	126	91	35	2.6	441	2.0	2.7
Other Retail	627	337	290	12.8	2,073	9.1	10.0
Finance, Insurance, Real Estate	72	42	30	1.5	537	2.4	4.0
Services	249	119	130	5.2	973	4.4	6.4
Entertainment & Recreation	58	29	29	1.2	120	0.5	0.6
Hospitals & Medical	335	95	240	6.8	1,092	4.8	5.5
Education - Public	644	255	389	13.0	1,448	6.3	4.8
Education - Private	30	19	11	0.6	276	1.2	2.5
Professional & Related Services	240	84	156	4.9	596	2.6	3.9
Public Administration	159	106	53	3.2	585	2.6	4.7
TOTAL	4,847	2,716	2,131	100.0	22,537	100.0	100.0

TABLE 2-4
MANUFACTURING PROFILE OF BLOOMSBURG
AND COLUMBIA COUNTY
1962, 1967, 1972

	Bloomsburg	Columbia County	Bloomsburg As A Percent Of Columbia County
1962			
Number of Establishments	18	109	16.5
Number of Employees	3,075	10,179	30.2
Wages and Salaries	$12,405,000	$42,152,000	29.4
Value of Production	$51,392,000	$172,197,000	29.8
Value Added by Manufacturing	$20,256,000	$68,831,000	29.4
Capital Expenditures	$651,000	$3,490,000	18.7
Mean Wage/Year	$4,034	$4,141	
Value Added/Employee	$6,587	$6,762	
Capital Expenditures/ Establishment	$36,167	$32,018	
1967			
Number of Establishments	21	117	17.9
Number of Employees	3,638	11,241	32.4
Wages and Salaries	$17,697,000	$54,019,000	32.8
Value of Production	$73,361,000	$207,655,000	35.3
Value by Manufacturing	$32,256,000	$97,387,000	33.1
Capital Expenditures	$2,172,000	$6,568,000	33.1
Mean Wage/Year	$4,864	$4,806	
Value Added/Employee	$8,866	$8,664	
Capital Expenditures/ Establishment	$103,429	$56,137	
1972			
Number of Establishments	25	123	20.3
Number of Employees	3,438	11,734	29.3
Wages and Salaries	$22,898,000	$78,251,000	29.3
Value of Production	$79,459,000	$294,642,000	27.0
Value Added by Manufacturing	$33,208,000	$133,628,000	24.9
Capital Expenditures	$4,139,000	$15,402,000	26.9
Mean Wage/Year	$6,660	$6,669	
Value Added/Employee	$9,659	$11,388	
Capital Expenditures/ Establishment	$165,560	$125,220	

SOURCE: Pennsylvania Statistical Abstract; Bureau of Statistics, Research and Planning; 1963, 1969, 1973.

TABLE 2-5
LEADING MANUFACTURING INDUSTRIES
IN BLOOMSBURG AND COLUMBIA COUNTY
1971

TOWN OF BLOOMSBURG

Industry	Number Of Establishments	Number Of Employees	% Of Manufacturing Employment	% Of Total Employment
Textile Mill Products	7	2,581	75.1	52.7
Fabricated Metals	2	350	10.2	7.1
Food & Kindred Products	4	137	4.0	2.8
Apparel	2	102	3.0	2.1
TOTAL	15	3,170	92.3	64.7

COLUMBIA COUNTY

Textile Mill Products	15	3,271	27.9	14.5
Food & Kindred Products	19	1,851	15.8	8.2
Apparel	23	1,849	15.8	8.2
Fabricated Metals	18	1,349	11.5	6.0
Transportation Equipment	1	780	6.6	3.5
Tobacco	1	724	6.2	3.2
Lumber and Wood	8	567	4.8	2.5
TOTAL	85	10,391	88.6	46.1

TABLE 2-6
RECENT EMPLOYMENT TRENDS
IN COLUMBIA COUNTY
1972 and 1973

	June 1972	August 1972	April 1973
Labor Force	25,300	25,700	25,500
Employment	23,700	23,900	23,800
Unemployment	1,600	1,800	1,700
% Unemployed	6.3	7.0	6.7
Manufacturing Employment	11,500	11,400	11,100
Non-Manufacturing Employment	9,000	9,000	9,700
Other Non-Agricultural Employment	2,100	2,100	2,000
Agricultural Employment	1,100	1,400	1,000

SOURCE: Labor Market Letter for Columbia County
Pennsylvania Department of Labor and Industry
Bureau of Employment Security
September, 1972; January, 1973; June, 1973.

TABLE 2-7
RETAIL TRADE IN BLOOMSBURG
AND COLUMBIA COUNTY
1967

	Bloomsburg	Columbia County	Bloomsburg As A Percent Of Columbia County
Number of Establishments	207	672	30.8
Sales for the Year	$31,968,000	$78,552,000	40.7
Payroll for the Year	$3,423,000	$7,204,000	47.5
Paid Employees	1,080	2,278	47.4

CHAPTER THREE

HOUSING ANALYSIS

CHAPTER THREE

HOUSING ANALYSIS

Everyone needs a place to live. The largest single investment made by a family or individual is a home. The housing analysis then becomes a critical portion of the background analysis. With a sound housing analysis of past and current conditions and estimates of future housing supply and demand, housing policies, plans, and programs can be established so as to meet future needs and correct present inequities in the housing situation.

RESIDENTIAL POLICY

The purchase of a home is the symbol of an all-out effort of the family to achieve shelter, tangible security, comfort, and convenience. The community social structure, therefore, becomes rooted in the home. Thus, it is necessary that the living areas be an integral part of the entire community and, at the same time, be separated from nuisance items such as noise and traffic so prevalent in commercial and industrial areas.

It becomes necessary then to recognize that the choice of a dwelling unit by each and every family or person, is an exercise of the freedom inherent in the Nation. Thus, the concept of a residential area must incorporate all types of dwelling units beginning with single-family homes and progressing through duplexes, garden apartments, townhouses, walk-up apartments, and high-rise/high-density facilities. These must be integrated in an overall plan to provide continuous space for convenient outdoor living, and a separation, as may be necessary, without resorting to heavy restrictive controls in preference to the ability to live together in a compatible environment.

HOUSING CONDITIONS

In September of 1973, a detailed field inventory was undertaken, in conjunction with available urban renewal information, to determine the extent and location of structural conditions in the Town. The survey was of exterior conditions only and structures were classified into the following categories:

Good - Requiring no repairs
Fair - Deteriorated, but salvageable, repair feasible
Poor - Dillapidated, non-salvageable, replacement required.

A map entitled "Structural Conditions - 1973" contained herein illustrates the relative location and condition of structures throughout the Town.

Relatively, overall dwelling unit conditions have worsened in Bloomsburg. The percentage of dwelling units considered good has decreased from 71.2% in 1960 to 69.4% in 1973. The percentage of units in fair condition has decreased by 2.10%, from 21.9% in 1960 to 19.8% in 1973. Dwelling units

judged to be in poor condition increased from 6.9% to 10.8%. It is important to note that the placing of structures in good, fair, or poor categories through external survey is somewhat subjective and can vary from survey to survey, and from time to time. Table 3-1 and the pie chart, "Dwelling Unit Condition" illustrate the dwelling unit conditions of 1960 and 1973.

Another component of housing conditions is plumbing, as shown in Table 3-2. In 1970, 97.9% of all the housing units had all plumbing facilities. Only 76 dwelling units lacked some or all plumbing facilities. Although 2.1% is a very small amount, efforts should be made to correct the lack of plumbing in these few structures. One thing that Table 3-2 does not show is the condition of the plumbing. Further investigation will be necessary to search out those units where the plumbing is substandard.

Another measure that might give additional insight into housing conditions in Bloomsburg is the age of structures, as shown in Table 3-3. Before beginning the analysis, a note of caution should be introduced. Having an older housing stock does not necessarily imply substandard housing. Old houses tend to be made of very solid materials and with the proper upkeep can remain sound for a very long time. However, older homes do tend to require higher upkeep costs, higher heating costs, and more repair and upgrading of the plumbing, heating and electrical systems, etc. Such problems can be especially acute in a college town such as Bloomsburg where many of the older single-family residences have been converted to multi-unit residences. Without proper alterations and additions, such conversions can easily overload electrical, heating, and other such systems.

81.9% of the structures in the Town of Bloomsburg were built before 1940. In Pennsylvania only 58.8% of the homes were built before 1940, while in Columbia County the figure is 70.3%. Although the percentage for Bloomsburg seems high, one must remember that it is an urban center and received most of its development before the remainder of the County and most of the State. Table 3-3 also points out another possible problem: Only 219 structures, 6% of the total number of structures, have been built since 1960. This amount would seem to indicate that Bloomsburg is not replacing its housing stock at a sufficient pace.

TYPE OF STRUCTURE

"Dwelling Units Per Structure," Table 3-4, gives a picture of the distribution of structures according to the number of dwelling units. Because Bloomsburg is a totally urban area, there is a larger percentage of multi-family dwellings in the Town than is found in Columbia County and Pennsylvania. At the same time there are not as many multi-family dwellings as one might expect. Only 23% of the dwelling units are in structures containing three or more units. The largest concentration of housing, 47.8%, is in single-family dwellings, with duplexes accounting for the next largest portion, at 28.2%. Only 10.4% of the housing is in apartment houses of five or more units. Obviously Bloomsburg's housing is dominated by single-family homes, duplexes, and multi-family conversions. Another interesting note is the lack of mobilehomes. Only 61 units, 1.7%, of the housing units are mobilehomes.

STRUCTURAL CONDITIONS · 197

TOWN OF BLOOMSBUR

COLUMBIA COUNTY

PENNSYLVANIA

SCALE IN
500 0

GOOD

FAIR

POOR

SOURCE
1973-SURVEY BY CONSULTANT AND
URBAN RENEWAL SURVEY BY MULLIN
AND LONERGAN ASSOC, INC

THE PREPARATION OF THE MAP, WAS FINANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 10 A APPROVED JULY 7, 1972, AS ADMINISTERED BY THE BUREAU OF PLANNING PENNSYLVANIA DEPARTMENT OF COMMUNITY AFFAIRS.

STRUCTURAL CONDITIONS · 1973

TOWN OF BLOOMSBURG

COLUMBIA COUNTY

PENNSYLVANIA

SCALE IN FEET

500 0 500 1000 1500 2000

GOOD

FAIR

POOR

SOURCE 1973-SURVEY BY CONSULTANT AND URBAN RENEWAL SURVEY BY MULLIN AND LONERGAN ASSOC, INC

THIS PREPARATION OF THE MAP WAS ENHANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 10 A APPROVED JAN 5 1 1968 AS ADMINISTERED BY THE BUREAU OF PLANNING PENNSYLVANIA DEPARTMENT OF COMMUNITY AFFAIRS

CLIFTON I BOGGINS AND ASSOCIATES
Planning Consultants Landscape Architects
HARRISBURG PENNSYLVANIA

VACANCY STATUS (See Table 3-5)

As of 1970, 96.1% of Bloomsburg's housing was occupied, a somewhat higher percentage than Columbia County or Pennsylvania. Of the 3.9% of the housing that was vacant, 2.2% was for sale or for rent. The other 1.7% was abandoned, vacant but not for sale nor rent, etc. A vacancy rate of 2.2% is exactly the same as the state average.

Table 3-6 relates to the turnover rate of housing units by distributing the number of dwelling units according to the year that the occupants moved. The distributions for the three areas, Bloomsburg, Columbia County, and Pennsylvania, are approximately the same. About one-third of the owner-occupied dwelling units have been occupied by the same residents since before 1950. About 25% of the units have been occupied during the 1950's. The remaining 40% - 45% have been occupied since 1960. The three areas follow the same general pattern in regard to renter-occupied units. About 10% of the units were occupied before 1950, another 10% were occupied in the 1950's, 15% were moved into from 1960 to 1965, and about 65% have been occupied since 1965.

VALUE OF HOUSING

The percentage distribution of owner-occupied housing according to value in Bloomsburg and Pennsylvania are very similar but differ somewhat from Columbia County. Approximately one-third of Pennsylvania's and Bloomsburg's owner-occupied housing is valued at less than $10,000. About 40% is valued at between $10,000 and $20,000. The remaining 25% is valued at more than $20,000. The corresponding figures for the County are: Less than $10,000 - 45%; $10,000 to $20,000 - 40%; and more than $20,000 - 15%. There is only a slight difference of $800 between the median value of owner-occupied housing between Bloomsburg and Pennsylvania. The median value in Bloomsburg is $12,900 and $13,700 in Pennsylvania. These figures are shown in more detail in Table 3-7.

Table 3-8 shows the distribution of dwelling units by monthly rents in Bloomsburg, Columbia County, and Pennsylvania. The largest grouping of Bloomsburg's units, 42.7%, rent for less than $60 per month. Only 29.2% of Pennsylvania's units rent for this amount. Most of Pennsylvania's rental units, 61.8%, are priced between $60 and $99 per month. The median rent is $63 for Bloomsburg, $56 for Columbia County, and $73 for Pennsylvania. Bloomsburg's median rent is lower than the median rent for Pennsylvania because a large proportion of the Town's rental demand comes from college students who tend to desire smaller, less expensive housing units. In comparison, most of Pennsylvania's rental demand comes from families that require larger, more expensive units. Bloomsburg's rental units bring higher rents than Columbia County rental units because of the concentration of rental demand in the Town and the public services offered in the Town that are not available in the rural County.

HOUSING DEMAND AND SUPPLY

There are several questions to consider in the examination of housing demand and supply. Are there enough units available at a price that the people can afford? Is the distribution of the housing stock according to size in equilibrium with the size of families or persons per unit? What will be the future housing demand, and how will the present housing stock have to be changed to meet that need?

Table 3-9 shows the relationships between family incomes, the distribution of housing at various costs, and the distribution of families and population according to income. The table is based on the assumption that the maximum amount a family can afford for a home purchase is 2.5 times their annual family income. This is only a very general rule-of-thumb formula. The amount any individual family would spend could vary greatly, depending on the number of children, any special expenses of that family, the region of the country, the real estate market, and a long list of other variables. Therefore, Table 3-9 should be looked on as only a rough, generalized guide and should not be applied to particular cases.

According to Table 3-9, 15.5% of the families in Bloomsburg earn less than $4,000 per year. Using the assumption that they can afford a home valued up to 2.5 times their annual income, their housing supply must be made available at less than $10,000. 33.3% of Bloomsburg's housing is in this price range. With 36.1% of the population in this group, it would appear that the housing supply approximately meets demand. 26.0% of the population earns between $4,000 and $7,999 per year. This group, assuming that they bought in their price range, could afford 43.4% of the housing. Is this group over supplied? The answer is no because these figures represent maximum housing costs. It would seem very reasonable for some families to choose not to pull their belts so tight as to spend a maximum amount of their income on housing. Therefore, some of those families earning more than $8,000 per year will be looking for homes below the $20,000 cost level.

From looking at Table 3-9 and the previous paragraph, one might easily reach the conclusion that housing prices are within reach of family incomes. It might be very true that a family could afford a house for less than $10,000 but in what kind of condition would it be? From Table 3-1, 10.8% of the housing is considered poor. Though the supply of housing is adequate for the number of lower income families, the supply of adequate standard housing might not be. Table 1-9 stated that 33.6% of the elderly were below the poverty level. Is there low-cost housing available for the elderly? The answers to these questions will require further investigation and study.

Table 3-10 provides the same type of analysis for rental units as Table 3-9 does for owner-occupied housing. Again, the rental figures are maximums. The basic assumption is that a family should spend no more than 25% of their monthly income on rent if utilities are included; or 20% if utilities are not included. This analysis uses the 20% approach. As with the value of owner-occupied housing, the distribution of rental units according to rent is less than the maximum. Again, it seems reasonable to

assume that families and individuals do not wish to so restrict their budgets so as to spend a maximum for housing. One will also note that there are no units provided at $250 per month or more. A probable explanation is that persons at the necessary income level ($1,200 per month or more) tend to buy homes rather than rent.

The same kind of questions can be raised about the supply of rental units as in the case of owner-occupied housing. Though from a quantity standpoint the supply and demand of rental units appears to be in equilibrium with the cost, what about the quality of these units? Are a significant amount of the low-rent units substandard? Is the housing for the elderly adequate?

SIZE OF HOUSING UNITS

Another aspect of housing supply and demand is the size of dwelling units. Table 3-11 provides a breakdown of housing by the number of bedrooms per dwelling unit. One of the first things to be noted is the prevalence of rental units in Bloomsburg. 43.7% of Bloomsburg's dwelling units are rentals as opposed to 31.2% for Pennsylvania and only 26.9% for Columbia County. Bloomsburg's rental units are almost equally divided among one, two, and three bedroom units while Pennsylvania's rental units are predominately one and two bedroom units and Columbia County's tend to be two and three bedroom units. The dispersion of rentals in the Town of Bloomsburg tends to indicate a wider market than in Columbia County or Pennsylvania. Among owner-occupied dwelling, the largest supply is three bedroom units in Bloomsburg, Columbia County, and Pennsylvania.

Is the distribution of units according to size in balance with the size of households? Table 3-12 helps provide some insight to the answer. From the table, one can see that average number of persons per unit and average family size is smaller in Bloomsburg than in the County or the State. Average family size is 3.11, and average household size is 2.70. Such averages would be indicative of a strong demand for two and three bedroom units. In Bloomsburg the supply reflects this demand with over 70% of the dwelling units being of the two or three bedroom type.

FUTURE HOUSING NEEDS

What about the future housing needs of Bloomsburg? Tables 3-12 and 3-13 give an approximate idea of future housing demands based on the population projection, the percent housing supply and demand, and trends in average family and household size. During the past two decades average household size has been decreasing throughout the State. Bloomsburg and Columbia County fit within this pattern. From 1950 to 1970 average family size in Bloomsburg has decreased from 4.00 to 3.11. If this trend to smaller families should continue, the need for larger dwelling units will likewise diminish. The breaking up of households into smaller units will mean a larger number of households and an increased demand for conversion apartments and smaller units.

Table 3-13 gives approximate future housing needs in the Town of Bloomsburg for 1980 and 1990. These are only very approximate because average household size can easily fluctuate and as pointed out previously the number of college students per structure is extremely flexible. It is estimated that Bloomsburg will need 125 to 300 new housing units before 1980 in order to meet the demand. By 1990 new demand will necessitate an additional 250 to 520 new units.

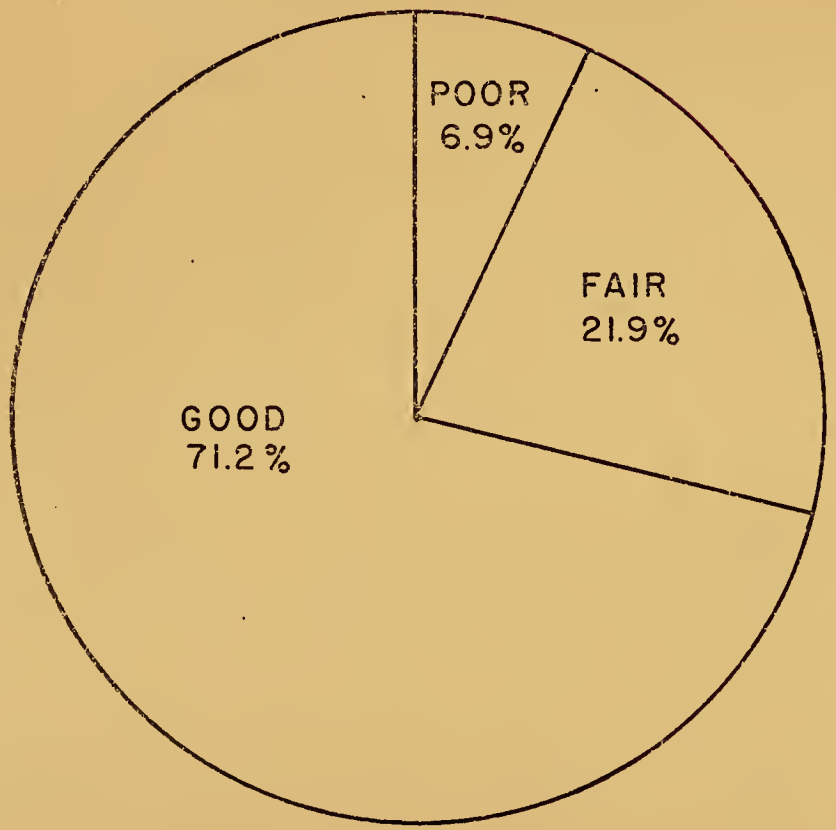
As noted on Table 3-13 this analysis did not attempt to estimate the number of units needed to replace those housing units removed by code enforcement or by urban renewal. According to the most recent survey of housing conditions, 10.8% of the housing in Bloomsburg is considered poor. The decision as to whether these units will require rehabilitation or replacement is beyond the scope of this study and necessitates a structure by structure decision by housing authorities, local planning commissions, and other government agencies.

NOTE:

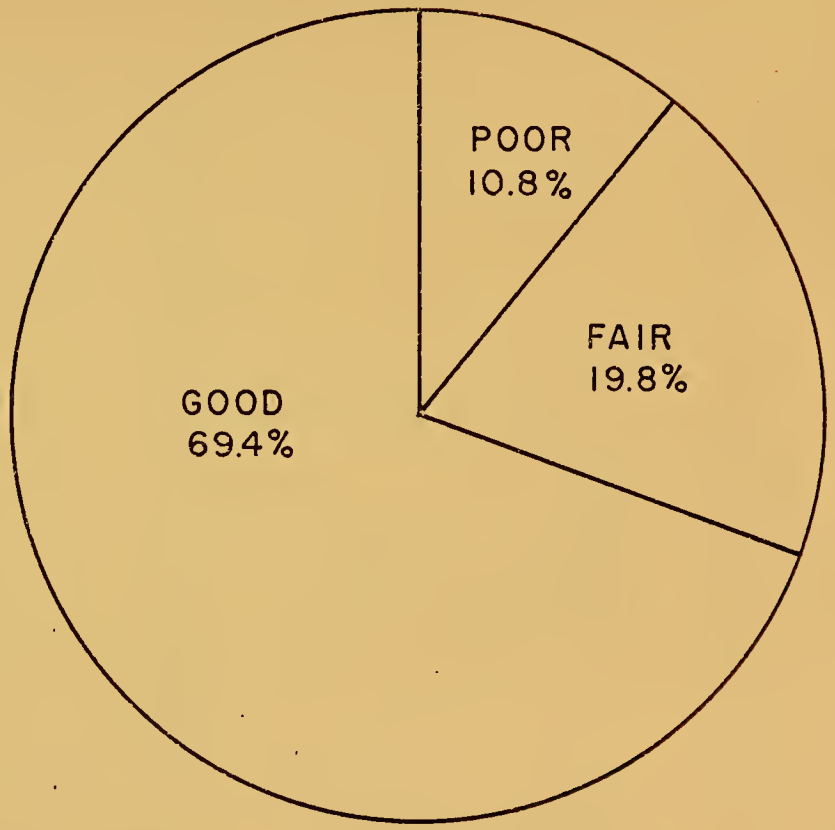
Figures used which reflect the total dwelling units in the Town of Bloomsburg vary somewhat depending on the source of information and the criteria used in classification and evaluation and comparison techniques employed in the process of documentation. The U.S. Census of Housing, from which a substantial portion of housing information was extracted, reflects as many as four (4) different totals for a particular classification or grouping of dwelling units. This is due, in part, to a wide range of variables such as random sampling techniques, computer allocation rates for non-response, and inconsistency and human error in field compilation of data.

Bear in mind that although there are minor discrepancies in reported totals, this is the best information available on the subject and comparative analyses based on this information is quite valid.

A word about inflation; the effects of inflation on housing costs were not addressed in the Comprehensive Plan. This omission was not an oversight, but intentional because of several factors. One, there is no data available that would be applicable to Bloomsburg. Two, because of the Agnes Flood of 1972 and Government response in terms of flood plain regulations and insurance programs, some properties have actually declined in value and; three, price increases have not been uniform across the board because of factors such as local housing demand, type of housing, size, condition, and other characteristics of the housing supply.



SOURCE: 1960 - U.S. CENSUS OF POPULATION



SOURCE: 1973 - SURVEY BY CONSULTANT AND URBAN RENEWAL SURVEY BY MULLIN & LONERGAN ASSOC., INC.

DWELLING UNIT CONDITION IN BLOOMSBURG, 1960 & 1973

TOWN OF BLOOMSBURG

COLUMBIA COUNTY • PENNSYLVANIA

THE PREPARATION OF THE MAP WAS FINANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 18 A APPROVED JULY 7, 1972 AS ADMINISTERED BY THE BUREAU OF PLANNING, PENNSYLVANIA DEPARTMENT OF COMMUNITY AFFAIRS

CLIFTON E. RODGERS and ASSOCIATES
Planning Consultants Landscape Architects
HARRISBURG PENNSYLVANIA

TABLE 3-1
DWELLING UNIT CONDITIONS IN BLOOMSBURG
1960 and 1973

	1960		1973	
	Number	Percent	Number	Percent
Good	2,639	71.2	2,383	69.4
Fair	813	21.9	680	19.8
Poor	255	6.9	371	10.8
TOTAL	3,707	100.0	3,434	100.0

SOURCE: 1960 U. S. Census of Population.
1973 Survey by Consultant, supplemented by the Columbia County Redevelopment Authority in the Urban Renewal Area.

TABLE 3-2
PLUMBING CONDITIONS IN BLOOMSBURG
1970

	With All Plumbing Facilities	Lacking Piped Hot Water Only	Lacking Other Plumbing
Total Occupied and Vacant Housing Units	3,585	14	62
Total Occupied Housing Units	3,446	13	60
Owner-Occupied Housing Units	1,876	8	12
Renter-Occupied Housing Units	1,570	5	48
Total Negro-Occupied Housing Units	11	0	2
Vacant	85	1	0

TABLE 3-3
YEAR STRUCTURE BUILT

	Bloomsburg			
	Dwelling Units	Percent	Columbia County (%)	Pennsylvani (%)
1969 - March 1970	35	1.0	2.2	1.9
1965 - 1968	118	3.2	4.9	6.3
1960 - 1964	66	1.8	4.7	7.2
1950 - 1959	237	6.5	11.2	16.5
1940 - 1949	205	5.6	6.7	9.3
1939 or Earlier	2,998	81.9	70.3	58.8
TOTAL	3,659	100.0	100.0	100.0

TABLE 3-4
DWELLING UNITS PER STRUCTURE
1970

Type of Structure	Bloomsburg		Columbia County (%)	Pennsylvania (%)
	Number	Percent		
Single Family Detached	1,675	45.8	73.9	53.6
Single Family Attached	72	2.0	12.2	19.0
Two Dwelling Units	1,034	28.2	5.2	9.6
Three and Four Dwelling Units	436	11.9	3.1	5.8
Five or More Dwelling Units	381	10.4	0.2	9.7
Mobile Home	61	1.7	5.4	2.3
TOTAL	3,659	100.0	100.0	100.0

TABLE 3-5
OCCUPANCY AND VACANCY STATUS
FOR YEAR-ROUND HOUSING UNITS
1970

	Bloomsburg		Columbia County (%)	Pennsylvania (%)
	Number	Percent		
Occupied	3,519	96.1	95.8	95.5
Vacant	86	2.2	1.6	2.2
For Rent	67	1.7	1.0	1.6
For Sale	19	0.5	0.6	0.6
Other Vacant	66	1.7	2.6	2.3

TABLE 3-6
YEAR MOVED INTO UNIT
BY NUMBER OF DWELLING UNITS
1970

	Bloomsburg		Columbia County (%)	Pennsylvania (%)
	Number	Percent		
OWNER-OCCUPIED	1,896	100.0	100.0	100.0
1969 - March 1970	120	6.3	7.9	7.0
1968	110	5.8	5.7	5.5
1967	138	7.3	13.5	13.8
1965-1966	125	6.6		
1960-1964	310	16.4	16.1	17.0
1950-1959	461	24.3	22.1	27.6
1949 or Earlier	632	33.3	34.7	29.1
RENTER-OCCUPIED	1,623	100.0	100.0	100.0
1969 - March 1970	514	31.7	31.5	30.8
1968	213	13.1	10.7	14.4
1967	181	11.2	22.2	22.3
1965-1966	142	8.7		
1960-1964	248	15.3	15.2	14.5
1950-1959	169	10.4	9.9	10.2
1949 or Earlier	156	9.6	10.6	7.8

TABLE 3-7
VALUE OF OWNER-OCCUPIED HOUSING
1970

	Bloomsburg		Columbia County (%)	Pennsylvania (%)
	Number	Percent		
Less Than $5,000	93	6.8	13.0	6.8
$ 5,000 - 7,499	156	11.3	32.8	11.4
$ 7,500 - 9,999	208	15.1		13.2
$10,000 - 12,499	208	15.1	25.2	13.7
$12,500 - 14,999	153	11.1		11.2
$15,000 - 17,499	129	9.4	14.1	10.5
$17,500 - 19,999	109	7.9		8.6
$20,000 - 24,999	158	11.5	7.5	10.8
$25,000 - 34,999	107	7.8	5.3	8.5
$35,000 - 49,999	34	2.5	1.5	3.6
$50,000 & Over	20	1.5	0.6	1.7
TOTAL	1,375	100.0	100.0	100.0
MEDIAN VALUE	$12,900		$11,100	$13,700

NOTE: Does not include occupied single-family houses on 10 acres or more nor residences with businesses on the property. Does not include mobile-homes.

SOURCE: U. S. Census of Population and Housing
Bureau of the Census
U. S. Department of Commerce.

TABLE 3-8
MONTHLY CONTRACT RENT
1970

	Bloomsburg		Columbia County (%)	Pennsylvania (%)
	Number	Percent		
PAYING CASH RENT	1,536	95.3	90.2	98.6
Less Than $40	151	9.4	18.8	5.1
$40 - $59	535	33.3	36.5	24.1
$60 - $79	504	31.3	23.5	46.2
$80 - $99	155	9.6	5.5	15.6
$100 - $149	173	10.7	5.3	6.3
$150 & Over	18	1.0	0.6	1.3
WITHOUT PAYMENT OF CASH RENT	75	4.7	9.8	1.4
TOTAL	1,611	100.1	100.0	100.0
MEDIAN RENT	$63		$56	$73

NOTE: Does not include single-family houses on ten or more acres.

SOURCE: U. S. Census of Population and Housing
Bureau of the Census
U. S. Department of Commerce

TABLE 3-9
HOUSING DEMAND AND SUPPLY IN BLOOMSBURG
1970

Family Incomes	% Of Families	% Of Population	Value Of Housing Units	% Of Housing Units
Less Than $4,000	15.5	36.1	Less Than $10,000	33.3
$ 4,000 - 7,999	33.5	26.0	$10,000 - $19,999	43.4
$ 8,000 - 14,999	41.6	30.9	$20,000 - $34,999	19.3
$15,000 or More	9.4	7.0	$35,000 or More	4.0
TOTAL	100.0	100.0		100.0

NOTE: Assumes that the maximum a family should spend on a home is 2.5 times their annual family income. It would probably be more accurate to apply this formula to net family income versus gross family income.

TABLE 3-10
RENTAL DEMAND AND SUPPLY IN BLOOMSBURG
1970

Monthly Income	% Of Families	% Of Unrelated Individuals	% Of Population	Monthly Rent	% Of Rental Units
Less Than $300	15.5	90.2	36.1	Less Than $60	42.7
$ 300 - 699	33.5	6.2	26.0	$ 60 - 99	40.0
$ 700 - 1200	41.6	2.9	30.9	$100 - 249	11.7
$1200 or More	9.4	0.7	7.0	$250 or More	----
TOTAL	100.0	100.0	100.0		95.3
				NO CASH RENT	4.7
					100.0

NOTE: Assumes that the maximum a family should spend on rent is 20% of their monthly income or 25% of their monthly income if the rent includes utilities. This analysis uses the 20% figure.

TABLE 3-11
NUMBER OF BEDROOMS IN ALL
OWNER OCCUPIED AND RENTER OCCUPIED
DWELLING UNITS
1970

	Bloomsburg		Columbia County (%)	Pennsylvania (%)
	Number	Percent		
NUMBER OF DWELLING UNITS	3,558	100.0	100.0	100.0
None	24	0.7	0.4	1.6
One	651	18.3	8.9	13.3
Two	832	23.4	27.5	27.1
Three	1,664	46.7	45.9	41.9
Four or More	387	10.9	17.3	16.1
NUMBER OF OWNER OCCUPIED DWELLING UNITS	2,004	56.3	73.1	68.8
None	0	0	0.1	0.3
One	124	3.5	3.9	2.5
Two	394	11.1	17.2	15.5
Three	1,114	31.3	36.2	36.5
Four	332	9.3	12.8	11.0
Five or More	40	1.1	2.9	3.0
NUMBER OF RENTER OCCUPIED DWELLING UNITS	1,554	43.7	26.9	31.2
None	24	0.7	0.3	1.4
One	527	14.8	5.6	10.1
Two	438	12.3	9.6	11.3
Three	550	15.5	11.2	3.0
Four or More	15	0.4	0.2	5.4

TABLE 3-12
PERSONS PER OCCUPIED
DWELLING UNIT AND
AVERAGE FAMILY SIZE
1950 - 1970

	1950	1960	1970
BLOOMSBURG	3.18	2.99	2.70
(Average Family Size)	(4.00)	(3.87)	(3.11)
COLUMBIA COUNTY	3.41	3.17	3.14
(Average Family Size)			(3.77)
PENNSYLVANIA	3.49	3.31	3.18
(Average Family Size)			(3.92)

TABLE 3-13
APPROXIMATE FUTURE HOUSING
NEEDS IN BLOOMSBURG.
1980 & 1990

	1980 Number Of Housing Units	Number Of New Units Needed (1970-1980)	1990 Number Of Housing Units	Number Of New Units Needed (1970-1990)
Efficiency and One Bedroom	675 - 725	20 - 50	700 - 750	50 - 75
Two Bedrooms	850 - 900	30 - 70	875 - 950	50 - 120
Three Bedrooms	1,700 - 1,800	50 - 140	1,750 - 1,900	100 - 240
Four or More Bedrooms	400 - 450	25 - 60	425 - 475	50 - 85
TOTAL	3,750 - 3,875	125 - 300	4,000 - 4,075	250 - 520

NOTE: The number of new units needed for 1980 and 1990 relates only to those necessary to house population increases. This table does not include those units necessary to replace dilapidated units.

CHAPTER FOUR

EXISTING LAND USE

CHAPTER FOUR

EXISTING LAND USE

This Chapter is intended to provide an overview of the location and extent of the concentration of specific land uses throughout the Town. The various uses of land have been, for the purpose of this report, grouped into the following categories: residential, commercial, industrial, (institutional) public and semi-public, rights-of-way, public recreation, agriculture and vacant, woodland and streams. Concurrently with the structural condition survey in September of 1973, supplemented by available urban renewal information, a field survey was conducted in order to identify and locate uses in the above mentioned categories, and the results are illustrated on the accompanying map entitled "Existing Land Use". Further documentation of the data obtained is set forth in Table 4-1 which indicates the number of acres and percentage relationships of the land uses with comparisons of previous years and surveys. A pie chart illustration entitled "Existing Land Use - 1973" presents the relationship between the uses in terms of gross land area, and the net or developed land area.

Existing land use, adjacent to the Town, in parts of Montour, Hemlock, Mount Pleasant and Scott Townships was also surveyed and delineated on the map "Existing Land Use - Bloomsburg Area", to provide a regional illustration of existing development trends. However, all existing land use averages and percentage comparisons are specifically oriented to the Town of Bloomsburg.

The classification of land as to its use is highly subjective. That is, in many cases it is up to the interpretation of the person doing the land use survey as to what classification under which a particular parcel of land is placed. There are several examples of this difference in interpretation in Bloomsburg when one compares the 1964, 1970, and 1973 land use surveys. For example, the amount of institutional and semi-public land has decreased from 15.4% to 9.7%. Much of this was a real decrease as the decrease of the Bloomsburg Municipal Airport by 100 acres for example. However, other portions of this decrease can be explained by a reclassification of the land as in the case of the Bloomsburg Hospital property. Only 8.8 acres of the Hospital property were classified as institutional and semi-public in 1973. The remainder was reclassified as open space, for even though it is owned by an institution its use is as open space. Therefore, when one is comparing these land use figures, keep their subjective nature in mind.

The land use survey is one of the most important aspects of the Comprehensive Plan. Land use analysis identifies existing use patterns, particularly explains traffic patterns, identifies areas according to their needs for community services and facilities, and serves as a basis for the land use

plan, zoning ordinance, and future traffic plan. The present pattern of land use also provides information that will be incorporated into population projections and economic analysis.

RESIDENTIAL

Residential uses still occupy the greatest portion of the Town's developed land area. There are approximately 512 acres of residential land in the Town now as compared with 492 acres in 1970 and 482 acres in 1964. Most of the residential development is concentrated on a broad hillside between First Street and the Erie-Lackawanna Railroad. Other concentrations of residences occur just north of the Town Park; in the vicinity of the College; strips of residential development northward along Route 42; and eastward along Old Berwick Road, Seventh Street, and Light Street Road. The sparse residential development along the periphery of the developed area of the Town blends into the countryside and becomes farmland to the north and west of the center of Town.

Much of the residential development is characterized by a widespread mixture of single-family, two-family, and multiple-family housing types, particularly in the older sections. In 1960, approximately 70% of the residences were single-family homes, 29% were multi-family homes, and 1% were mobilehomes. By 1970, approximately 51% were single-family residences, 48% were multi-family residences, and 1% were mobilehomes. The 19% change in the relationship between single-family and multi-family residences can be largely explained by the expansion of student housing, through the conversion of homes to multiple dwellings. A well-defined single-family residential area has developed south of the Erie-Lackawanna Railroad and north of the Town Park and in the vicinity of the College and the Hospital.

Much of the original residential development of the Town is characterized by small lots and the lack of front, side, and rear yards that is typical of early development patterns. The Town's growth has always been restricted by periodic flooding and has been forced to concentrate in a compact area on a ridge of relatively level high ground. Residential development has been influenced considerably by the widespread use of the gridiron street pattern. New streets were plotted in a grid that extended outward from existing development, sometimes without regard for irregular topography. Overcrowded neighborhoods with high population densities were created that failed to provide adequate privacy or living space. The lack of garage or driveway space intensifies the problem of on-street parking and adds to congestion.

Two-family and multiple-family residences are widely scattered throughout the Town without any definable pattern. Since few were constructed for this type of occupancy originally, most are the result of a long and continuous process of converting single-family residences to multiple use. Numerous small apartments and housing units are located in the large old homes and mansions that have been converted to multiple-family use. Some of this space is occupied by college students living off-campus. A sizable number of units are located in and around the Central Business District and south of the College.

COMMERCIAL

Commercial uses occupy approximately 208 acres or seven percent (7%) of the Town's total area. The Central Business District along Main Street is a major shopping center in Columbia County. This small compact area contains the major proportion of the Town's retail stores, specialty shops, restaurants, professional offices, banks, theaters, and services. This district is essentially a "one-street" shopping center that extends back to the rear alley behind Main Street. A number of commercial uses are also located along East Street and U.S. Route 11. A secondary shopping center is developing around the Market-East Ninth Streets intersection.

Nurseries and greenhouses occupy a traditional place in Bloomsburg's economy and account for about 63 acres of land. The largest is the Dillion Nursery located on the flat lands along Route 11 in both Bloomsburg and Scott Township. Others are to be found along River Road, Old Country Road, and at the end of Franklin Avenue. Nurseries develop large parcels of land, greenhouses, and planting areas and are strategic properties in a community because they are easily adaptable to more intensive use.

INDUSTRIAL

Industrial and manufacturing uses occupy 134 acres or 4.5% of the Town's area. These uses are concentrated along Railroad Street, U.S. Route 11, and Ferry Road. Most of the land utilized for industrial uses are occupied by the Magee Carpet Company and several textile manufacturers. These provide the bulk of the Town's manufacturing employment opportunities.

PUBLIC AND SEMI-PUBLIC

Bloomsburg is very fortunate in that such a high percentage of its land is used for public, semi-public, and institutional purposes. Bloomsburg State College occupies 125.6 acres (4.2%) of the Town, 124.1 acres are in the Bloomsburg Fair Grounds (4.2%), and public recreation land (parks, playgrounds, etc.) account for 144.78 acres or 4.9% of the Town. Other acreages under this category would include Town, County, State, and Federal property, churches, schools, the Municipal Airport, the Bloomsburg Hospital, the water company, and the sewage treatment plant. In total, 10.7% of the gross area of the Town of Bloomsburg is used for institutional, public, and semi-public uses.

OPEN SPACE

Approximately 49.2% of the Town is still open, i.e., land used for public recreation, agriculture and vacant, woodland, and streams. However, it is important to note that only 144.78 acres (4.9%) are in public ownership. The large majority of the open land is still in private hands and as such a proper amount of open space for the future is not assured. A program of land acquisition for recreation and open space should be instituted so that development will not absorb all of the land. Any acquisition program must be based on a detailed study of needs, land availability and

financial capabilities. It is next to impossible to set a goal, such as 10 or 20 acres per year for acquisition; but, in lieu thereof, Town Council and Planning Commission should maintain a constant awareness of the need for this type of land and act promptly when opportunities for acquisition come to light.

EXISTING LAND US
TOWN OF BLOOMSBUR
COLUMBIA COUNTY
PENNSYLVANIA

SCALE
500 0

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- NURSERY & GREENHOUSE
- WOODED
- FARM GROUP
- MUNICIPAL PARKING
- PUBLIC & SEMI-PUBLIC
- AGRICULTURAL & OPEN AREA

- School
- Hospital
- Court House
- Town Hall
- P.O. Post Office
- J Jail
- Recreation
- Fire Station

SOURCE: 1973-SURVEY BY
URBAN RENEWAL S
AND LONERGAN AS

THE PREPARATION OF THE MAP WAS FINANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 15 A APPROVED JULY 7, 1972, AS ADMINISTERED BY THE BUREAU OF PLANNING PENNSYLVANIA DEPARTMENT OF COMMUNITY AFFAIRS.

EXISTING LAND USE
TOWN OF BLOOMSBURG
COLUMBIA COUNTY
PENNSYLVANIA

SCALE IN FEET
500 0 500 1000 1500 2000

- Residential
- Commercial
- Industrial
- Nursery & Greenhouse
- Wooded
- Farm Group
- Municipal Parking
- Public & Semi-Public
- Agricultural & Open Area

- School
- Hospital
- Court House
- Town Hall
- PO Post Office
- Jail
- Recreation
- Fire Station

SOURCE: 1973 - SURVEY BY CONSULTANT AND URBAN RENEWAL SURVEY BY MULLIN AND LONERGAN ASSOC, INC

THE PREPARATION OF THE MAP WAS FINANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 179 AS APPROVED JULY 3 1968 AS ADMINISTERED BY THE BUREAU OF PLANNING PENNSYLVANIA DEPARTMENT OF COMMUNITY AFFAIRS.

ELLISON J. HOGENTOGLER AND ASSOCIATES
Planning Consultants Landscape Architects
HARRISBURG HUNTINGDON

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EXISTING LAND USE

BLOOMSBURG AREA · COLUMBIA COUNTY PENNSYLVANIA

THE PREPARATION OF THE MAP WAS FINANCED IN PART THROUGH A PLANNING GRANT FROM THE DEPARTMENT OF COMMUNITY AFFAIRS UNDER THE PROVISIONS OF ACT 10 A APPROVED JULY 7, 1972, AS ADMINISTERED BY THE BUREAU OF PLANNING, PENNSYLVANIA DEPARTMENT OF COMMUNITY AFFAIRS.

SCALE IN FEET
500 0 1000 2000

CLIFTON E. ROGERS and ASSOCIATES
Planning Consultants Landscape Architects
ROGERS and FREDERICK
Engineers Architects
HARRISBURG PENNSYLVANIA

508

TABLE 4-1
DISTRIBUTION OF LAND USES
IN BLOOMSBURG

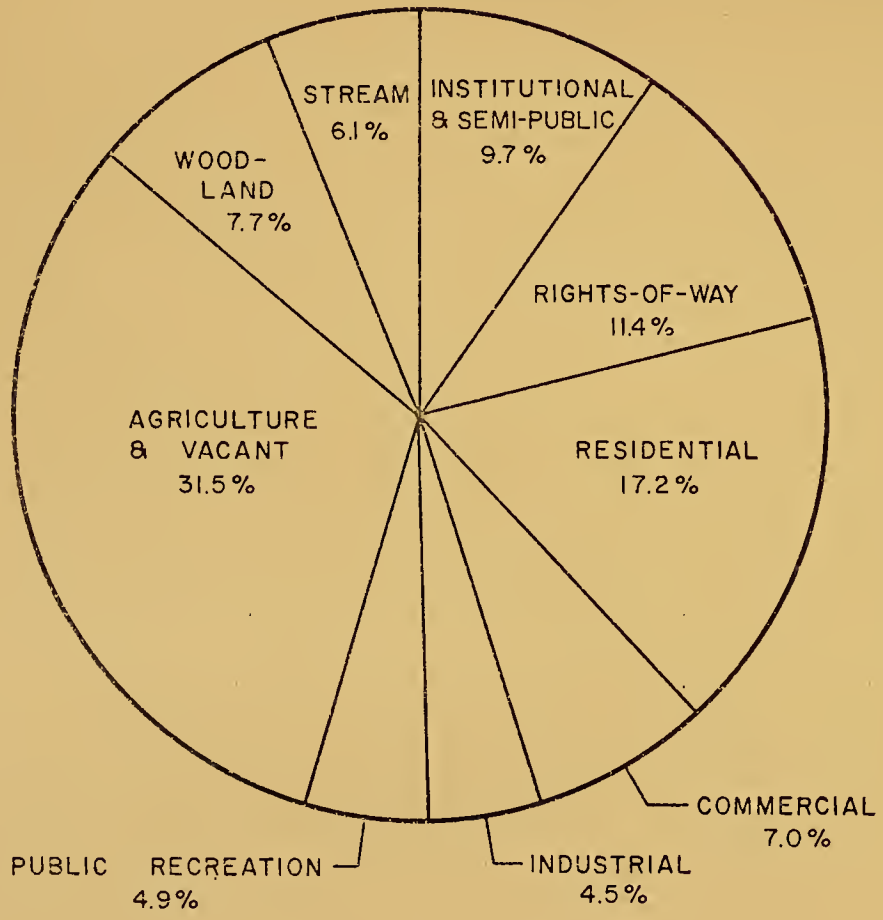
	1964[1] Percent		1970[2] Percent		1973[3] Acres		1973[3] Percent	
DEVELOPED AREA	46.0		44.0		1,509.41		50.8	
Institutional & Semi-Public		15.4		11.1		318.00		10.7
Right-of-Way		8.6		9.1		293.74		9.9
Railroad (R/W)						43.62		1.5
Residential		14.4		15.4		511.80		17.2
Commercial		4.0		4.2		208.25		7.0
Industrial		3.6		4.2		134.00		4.5
OPEN SPACE AREA	54.0		56.0		1,466.85		49.2	
Public Recreation		1.3		4.6		144.78		4.9
Agriculture & Vacant		26.7		38.6		910.77		30.5
Woodland		17.9		6.8		230.60		7.7
Stream		8.1		6.0		180.70		6.1
TOTAL	100.0	100.0	100.0	100.0	2,976.26	2,976.26	100.0	100.0

[1] 1964 Bloomsburg Comprehensive Plan.

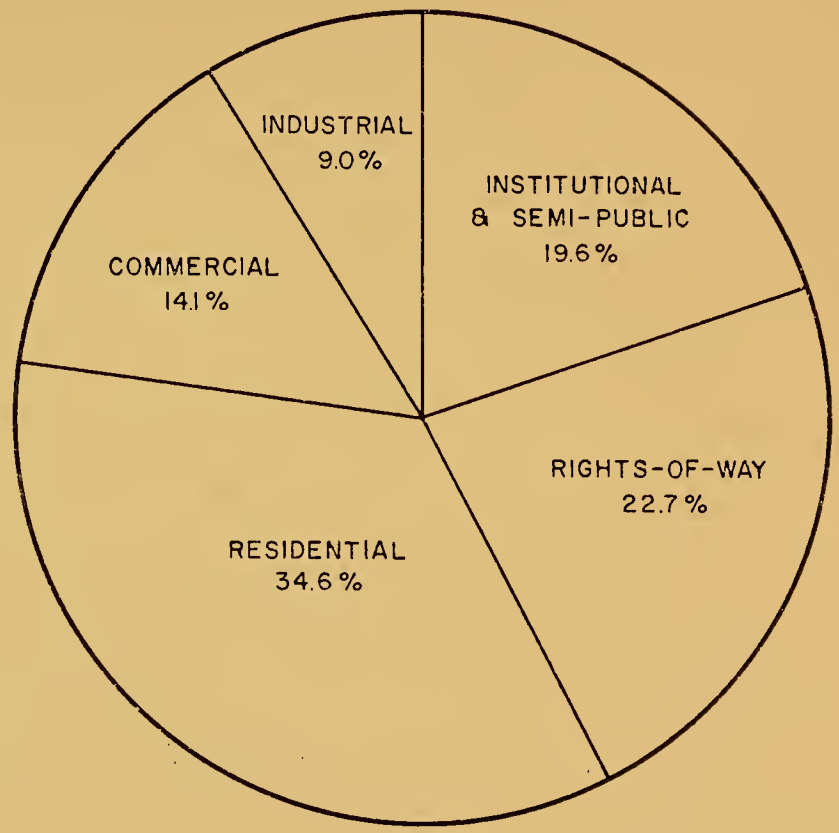
[2] Survey by the Columbia County Planning Commission.

[3] Survey by the Consultant.

USE OF GROSS AREA



USE OF DEVELOPED LAND



SOURCE: 1973 - SURVEY BY CONSULTANT

EXISTING LAND USE - 1973

TOWN OF BLOOMSBURG

COLUMBIA COUNTY • PENNSYLVANIA

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Planning Consultants Landscape Architects
HARRISBURG PENNSYLVANIA

CHAPTER FIVE

COMPREHENSIVE PLAN PROPOSALS

MAKE NO LITTLE PLANS; THEY HAVE NO MAGIC TO STIR MEN'S BLOOD AND PROBABLY THEMSELVES WILL NOT BE REALIZED. MAKE BIG PLANS; AIM HIGH IN HOPE AND WORK, REMEMBERING THAT A NOBLE, LOGICAL DIAGRAM ONCE RECORDED, WILL BE A LIVING THING, ASSERTING ITSELF WITH EVER GROWING INSISTENCY. LET YOUR WATCHWORD BE ORDER AND YOUR BEACON BEAUTY.

Daniel H. Burnam
1910

CHAPTER FIVE

COMPREHENSIVE PLAN PROPOSALS

INTRODUCTION

The Comprehensive Planning Proposals phase of the Bloomsburg planning program involves the formulation of recommendations in respect to the three basic elements of community development: Land Use, Circulation and Community Facilities/Services. The following chapters document the planning process and resulting recommendations.

However, in order to facilitate an understanding of the recommendations, their presentation is preceeded by an explanation of prevailing philosophy, objectives and procedures which led to their formulation.

PHILOSOPHY

As early as 1946, the officials of the Town of Bloomsburg recognized the necessity of planning for the future development of the Town. Since the time the first Comprehensive Plan was published, there has been continuing effort to insure sound development guidelines in the light of ever changing factors that affect community development. The over-riding philosophy of community development has remained, for the most part, unchanged through the years. This position was stated in the introduction to the Comprehensive Plan Proposals of the 1965 report as follows:

> "The Comprehensive Development Plan for Bloomsburg is intended to serve as a general guide for growth during the next fifteen to twenty years and to assist the Planning Commission and the Governing Body in reaching policy decisions and formulating local legislation on matters concerned with the proper development of the community. The proposals of the plan should be regarded as sufficiently flexible to allow for the unforeseen changes that always occur and to assure a maximum range of choices concerning the future course of the community's development. The plan itself does not represent the ultimate stage of development but rather a transition to something beyond, in the distant future. Its proposals should therefore be reviewed and revised periodically to meet the new needs that arise from the continuously changing physical, social and economic structure of the Community.
>
> On the other hand, the objectives and policies upon which the plan is based should be considered as more permanent, and representative of the general philosophy that underlies the thinking of the Planning Commission and its consultants towards the future growth of the community. Any revisions of the plan should therefore be made within the limits of this philosophy.

> The proposals of the plan are based upon the primary objectives of preserving and protecting the good things that exist, and providing the facilities and improvements that are needed to make the Town a better place in which to live, work and play. The plan recognizes the limitations of existing conditions, but yet tries to better them by suggesting future improvements and refinements to increase their utility and attractiveness. At the same time, the plan recognizes that growth of varying kinds and intensities is inevitable and suggests that such growth, if properly guided, could produce a beneficial effect upon the community rather than a detrimental one."

Even though the planning process has become increasingly more complicated since 1965, due in part to changing legislation, the effects of the 1972 flood and the advent of urban renewal programs within the Town, the basic approach of forward thinking, sound policies, and interagency co-ordination is very much in evidence.

The planning proposals have been structured to accomplish the community development objectives as set forth in this report. Since the objectives provide the basis for proposals, familiarity with them is essential before proceeding to review the proposals contained herein.

COMMUNITY DEVELOPMENT OBJECTIVES

The following sets forth a list of community development objectives deemed essential, and in the best long term interests in the sound future growth and development of the Town of Bloomsburg.

- The conservation of existing sound community development.
- That land predominated by steep slopes and/or wooded growth be maintained in a natural state.
- That new development should occur at locations which can economically be served by public utilities, community facilities and services.
- That new development relates to existing physical features including topography and soil conditions with special consideration to storm water drainage and flood hazards.
- That housing development adequately meets the wide range of needs, preferences and income levels of the Town's present and future residents.
- To provide the local population with a full range of goods and services through improvement of existing business establishments and development of a limited number of shopping facilities at appropriate locations.
- To provide areas for new industrial activity and expansion areas for existing industrial uses in order to maintain and expand local employment opportunities as well as to broaden the tax base.

- To develop a street and highway system that will provide efficient traffic circulation through and around the community, as well as to all parts of the community with a minimum of conflict and congestion.

- That community utilities, including sanitary sewer system, water system and storm water drainage system, be expanded and improved to provide the necessary level of service throughout the Town in the most economical and expedient manner possible.

- That a coordinated approach to community facility services be maintained and upgraded as necessary to meet the diversified needs of the community, particularly the medical, fire protection and police protection segments of a total public service package.

- To institute a recreational program based on the needs of the Town, tailored to fit smoothly in an overall development scheme.

- To achieve a high level of cooperation and coordination on an intercommunity basis as well as with other community related and/or governmental organizations which are working for the benefit of the community.

- To effectively administer development controls, for the long term interests and goals of the Town to achieve orderly, sound community growth.

METHODOLOGY

The following describes, in outline form, the major consideration and procedures utilized in the evolution of the Comprehensive Planning Proposals. While the process has been categorized for discussion purposes, all of the elements are highly interdependent and were taken into consideration as a whole during plan formulation.

EXISTING LAND USE

Community development, in most cases, is a process of adding on to that which exists. Furthermore, the character of existing development also influences and must be considered in respect to the form of adjacent new development. In effect, development that has already taken place is a rather rigid, pre-existing foundation upon which the structure of future development must build and obviously, with few exceptions, that new building takes place on land presently undeveloped. Therefore, the manner in which land is presently being utilized was plotted to establish the current pattern of urbanization and open space.

EXISTING TRANSPORTATION NETWORK

The location and form of the existing transportation network, particularly the highway and rail segments, as well as anticipated changes thereto, were considered since development is so highly dependent upon access - access to jobs, markets, products and services, raw material sources, homes, etc.

COMMUNITY UTILITY SERVICES

Sewer service, storm water drainage and water service are basic services which must be provided throughout the Town to support existing development and encourage new development.

DRAINAGE

The adequacy of natural drainageways and man-made water channels are of significant importance in terms of new development. Areas of surface water run-off (rain that doesn't soak into the ground) in volumes exceeding the capacity of either natural or manmade drainageways to carry the water away should be avoided. The converse of this situation is when water has no place to drain and forms a marshy area which is also undesirable for development. These situations may be remedied through several engineering techniques.

Remedies for these situations should be implemented as soon as possible if they present obstacles to appropriate new development as well as better protection of existing development.

SLOPES

Areas predominated by slopes of 20% (rising or falling twenty feet in one hundred feet of horizontal distance) or greater were identified for conservation. Ideally such areas should remain undeveloped. However, to attempt to prohibit all development in such would be impractical and unreasonable. Some limitations are, nevertheless, necessary. To permit developers to indiscriminately cut roads into such areas, dig basements and strip the land would result in development consistently plagued by surface water run-off problems, erosion, streets difficult to maneuver on and next to impossible to plow in the winter. Slopes in the 15% to 20% range can be developed lightly if carefully planned and executed. Generally, slopes greater than 20% should be maintained in a natural state.

FLOOD CONTROL

The subject of flood control has plagued communities, including Bloomsburg for many years but confusion in approach and legal ramifications have come "home to roost" as a result of the 1972 flood which inundated a significant portion of Bloomsburg. An excerpt from the 1965 Comprehensive Plan regarding flood control measures will illustrate this point.

> "Establish the policy through subdivision and zoning regulations that all future development take place at base elevations that are safely above the high levels recorded in previous floods."

The Federal Insurance Administration, within the Department of Housing and Urban Development, has issued guidelines and requirements for effective flood plain management, presented in a legal framework to enable communities like Bloomsburg to implement a flood control policy based on ground elevations which must be above the elevation of the 100 year flood.

DEVELOPMENT TRENDS

Development trends including living preferences, partly indicated by the analysis of existing land use and recent construction activity, were explored to identify those areas which are or are expected to be, under pressure for development. Not to take into consideration market demand would risk the production of an unworkable plan or a plan too broad to provide sufficient guidance to achieve orderly and sound community development.

The presence of zoning regulations, which have been in effect for several years, exerts an influence as the legal guidelines for development. This in itself creates certain development patterns which must be given serious consideration in respect to random or unnecessary zoning changes which may be contemplated.

REDEVELOPMENT ACTIVITY

The full legal and administrative impact of flood related problems has taken on the identity of Urban Renewal as a tool to repair flood damaged communities. Full cooperation, not only in philosophy and goals, but in an integrated approach to implementation measures will be in the best long term interests of Bloomsburg.

PROSPECTS FOR FUTURE GROWTH

Judgements were made as to how much development the Town could logically expect to realize in respect to physical capabilities and pressure for development. Such judgements are obviously hypothetical and of a broad rather than definitive nature. Particularly those dealing with quantity and time. Regardless of what may seem to be pure "guesswork", decisions are more of an "educated projection" based on all the information available at a particular point in time. This inherent flexibility is a basic strength in the planning process in terms of everchanging variables which may render previous decisions inappropriate in view of new information.

With the exception of the Turkey Hill Area, space for development in Bloomsburg is severely limited in terms of sizable vacant land areas suitable for development. However, such areas may become available through some unforeseen disaster, urban renewal or wholesale acquisition by a developer. In the event of such a situation, there may be interest in what is termed a "Planned Ressidential Development". A "P.R.D." is a residential development consisting of a number and variety of dwelling units designed and executed as a single entity, providing common open space and sometimes including a limited amount of non-residential use - primarily to serve the residents thereof.

This alternate development concept is applicable in all land use areas including commercial and industrial planned developments.

ADJOINING AREAS

The character of land areas abutting the Town, Scott, Hemlock and Montour Townships in particular, as well as development trends and planning therein, were considered to assure inter-regional community development continuity and compatability.

CITIZEN PARTICIPATION

Last on the list but certainly not least important is a form of social action termed "citizen participation". All too often decisions are made without proper input by those people directly affected by a particular decision. Citizen participation in all levels of governmental decision making is a very viable and desirable form of data input. The individuality of each person and the collective desires of groups of citizens is a basic premise to the existing form of government in this Country.

All of the foregoing concerns, considerations, limitations, opportunities and suppositions, together with the community development objectives, were brought to bear collectively to formulate the Comprehensive Planning Proposals presented herein.

LAND USE TERMINOLOGY

The description of municipal comprehensive planning proposals include references to various categories of land use. In order to clarify the intent of the proposals, a description of the basic characteristics of each term is provided below.

RURAL

This term refers to the area which is not recommended or expected to experience development to any extent.

SUBURBAN RESIDENTIAL

This classification is geared to those areas with minimum existing development which, through proper design and regulation, could develop into a light to medium density residential area. As previously mentioned, design is a key factor to development, i.e., recognition of the necessity that any development must be tailored to the physical capabilities of the land to support development.

URBAN RESIDENTIAL

This use category is reflected primarily in those Town areas already substantially developed and areas immediately adjacent to existing development that would be the logical expansion area for this type of residential use. Urban residential may contain single family homes, apartments, low income housing and elderly housing, in varying densities. The density would depend on proximity to the College or the Downtown Business Area which traditionally contains a high ratio of the number of people per acre of land.

COMMERCIAL

As with the urban residential classification, the term commercial is an all inclusive denotation for different types of commercial uses which serve different functions and purposes throughout the Town. These purposes include downtown and neighborhood commercial uses as well as highway oriented commercial uses of land.

INDUSTRIAL

Present development has already utilized most of the good industrial sites throughout the Town. A wide spectrum of industrial type uses, including textile mills, manufacturing, processing concerns and storage facilities characterize the industrial pattern in the Town of Bloomsburg.

MAJOR PUBLIC AREAS

These uses are community facilities basically oriented to municipal administrative and service centers, fire companies, educational facilities, medical care center, post office and library. Public and semi-public uses incidental to the development plan (such as churches and fraternal orders) were not included in the delineation of public land use areas.

CONSERVATION

Areas designated as conservation consist of those areas predominated by slopes of 20% or greater, natural drainageways (see "stream preservation"), wetlands and a substantial portion of what is defined as flood prone areas.

These areas must be maintained primarily in a natural state to minimize erosion, to retard surface water run-off, to maintain groundwater levels in lower areas and to sustain wooded areas to maintain the oxygen cycle. A limited amount of seasonal, permanent residential and outdoor recreational development is appropriate to these areas, except where slopes are severe and provided the natural drainageways are not encroached upon. (See "Recreation").

FLOOD PLAIN

Included as an integral part of the "conservation" classification are the areas subject to flooding with major emphasis on the impact of the June 1972 flood in respect to development limitations.

STREAM PRESERVATION

This is a delineation of existing natural drainageways as they flow through development areas to emphasize potential problem areas in terms of development encroachment.

RECREATION

Land in this category includes existing and recommended outdoor recreational areas. (These areas have been included in the "Conservation" use category in the accompanying tabulations.)

RIGHT-OF-WAY

Includes the estimated land area occupied by or set aside for rights-of-way of streets, roads, highways and railroads as well as that required to serve the additional development delineated on the accompanying "Comprehensive Plan Proposals Map".

CIRCULATION

Refers to pattern of vehicular movements through the Town in relation to function and level of service. See section entitled "Major Thoroughfares Plan" for a detailed description of the classification system employed in Bloomsburg.

OVERVIEW - COMPREHENSIVE PLAN PROPOSALS

A very unique feature of the Town of Bloomsburg, beside the fact that Bloomsburg is the only chartered "Town" in the Commonwealth of Pennsylvania, is the potential for a complete community. Natural features combined with development trends, both past and future, create a situation which offers a full range of development opportunities. Some examples of this diversity are as follows:

- A vital downtown business district and neighborhood grocery stores.
- High density student dwelling facilities and suburban type single family homes.
- 40' x 180' lots in the older sections of Town and farms with substantial acreage on the outskirts of Town.
- Three room apartments and late colonial-victorian mansions.
- Rolling plateau farm land and flat river terrace land.
- Nationally recognized textile industry and home occupations.
- A full range of facilities available to area residents. Some of which are: elementary (lower), middle and upper public schools and a college, a choice of churches and fraternal organizations available to fill the various religious and social needs of the community, recreational facilities including passive activities and indoor games, facilities for numerous outdoor sports, a Town Park, river frontage for fishing and boating activities and natural wooded areas for aesthetic appreciation are present throughout the Town.
- A composite of easy access to the interstate highway system (Interstate Route 80), a municipal airport, mainline railroad connections as well as an intra-city bus line connection increase the ease of access both in and out of Bloomsburg for a majority of transportation modes. This accessibility, in turn, increases desirability for future industrial and commercial investments - new jobs and a healthy economy.

As bright as the situation is, it would be remiss not to also recognize the deficiencies and problems which face the Town. Insufficient standard housing, congested streets and intersections and periodic flooding are several examples.

The purpose of this report is the identification of some logical guidelines, which, together with implementation measures, would offset development malpractices of the past and work toward acceptable future development patterns.

A summary of past and proposed changes in the Town's land use pattern indicates the changes in philosophy and goals of the Town in response to changing situations and needs. Proposed land comparisons for 1948, 1965 and 1974 are found in Table 5-1. (Some land uses have been grouped to facilitate comparisons)

TABLE 5-1

LAND USE COMPARISONS BY % OF TOTAL AREA

	1948	1965	1974
Residential	9.0	14.0	20.1
Commercial	3.0	4.0	3.2
Industrial	1.6	3.6	13.9
Public & Semi-Public*	21.6	24.6	46.5
Right-of-Way	7.8	8.8	13.1
Agriculture	57.0	45.0	3.2

*Includes conservation and recreation.

The most significant change is the decrease in the area allocated to agriculture. This is due to several reasons. Much of the land that was classified agriculture in 1948 and 1964 is included in the conservation category which is part of the public and semi-public use indicated for 1974. Areas of low density residential were also included in the agriculture category in 1948 and 1965, whereas this type of use is shown as residential in the 1974 figures.

Increased industrial use adjacent to railroad rights-of-way and industrial use proposed in vicinity of the airport account for the substantial inflation of the 1974 industrial figure.

The grouping of certain land uses plus a different methodology of classification account for the differences in land use figures. It is important to keep in mind the land use terminology set forth previously in this Chapter to evaluate the 1974 plan in proper perspective. Following is a detailed breakdown of land use relationships as they apply to the 1974 Comprehensive Plan Proposals.

TABLE 5-2

AREA CALCULATIONS
1974 LAND USE PLAN
TOWN OF BLOOMSBURG

USE	ACRES	% OF TOTAL
Rural	93.9	3.2
Suburban Residential	184.6	6.2
Urban Residential	414.9	13.9
Commercial	94.7	3.2
Industrial	412.0	13.9
Major Public	367.2	12.3
Right-of-Way	391.2	13.1
Conservation	1,017.8	34.2
TOTAL	2,976.3	100.0

The following three chapters deal specifically with land use, major thoroughfares and community facilities in detail sufficient to formulate specific proposals for overall community development. The following discussions and proposals are illustrated on the map entitled "Comprehensive Plan Proposals" for the Town of Bloomsburg.

A map entitled "Generalized Land Use Plan - Bloomsburg Area" is also included. Legal and political jurisdiction of the Town of Bloomsburg are limited to its own municipal boundaries. However, in order to illustrate the continuity and compatability of land use proposals in Bloomsburg with surrounding Townships and to assure inter-regional community development an extended regional concept was deemed appropriate. This in no way precludes the option of adjoining municipalities to undertake local level planning activities and design a concept suitable to their individual needs. Adoption of this plan by Bloomsburg in no way assumes concurrence of proposals as they relate to adjacent areas. Rather, this regional concept is a suggestion, by Bloomsburg, of what may be conducive to an overall development pattern as Bloomsburg exerts its influence on the region and vice-versa. This scheme is presented in the spirit of neighbors working together for mutual benefit.

COMPREHENSIVE PLAN PROPOSALS TOWN OF BLOOMSBUI

COLUMBIA COUNTY PENNSYLVANIA

SCALE I
500 0

LAND USE

- RURAL
- SUBURBAN RESIDENTIAL
- URBAN RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- CONSERVATION
- MAJOR PUBLIC AREAS

CIRCULATION

- INTERSTATE 8(
- PRIMARY CIR
- SECONDARY / LC
- ONE WAY TR
- NEW - MODIFIED
- MUNICIPAL P
- ACCESS IMPR(

COMMUNITY FACILITIES

- TOWN HALL
- COURT HOUSE
- PROPOSED MAINTENANCE BLDG.
- SEWAGE TREATMENT PLANT
- PROPOSED HIKING & BICYCLE TRAIL
- RECREATION
- SENIOR HIGH SCHOOL
- MIDDLE SCHOOL
- ELEMENTARY SCHOOL
- LIBRARY
- U.S. POST OFFICE
- FIRE COMPANY
- HOSPITAL
- COUNTY JAIL

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COMPREHENSIVE PLAN PROPOSALS TOWN OF BLOOMSBURG

COLUMBIA COUNTY

PENNSYLVANIA

SCALE IN FEET

500 0 500 1000 1500 2000

LAND USE

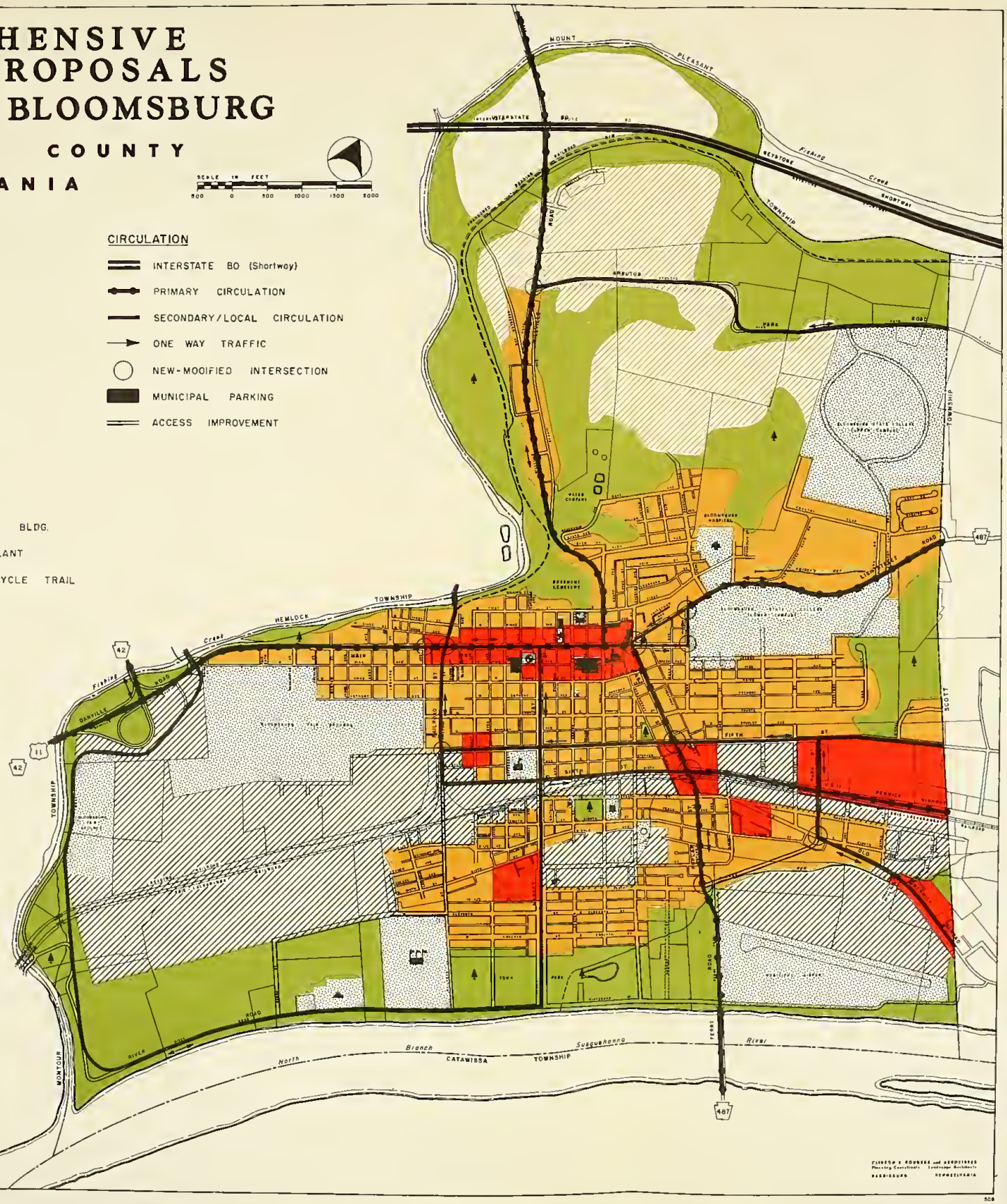
- RURAL
- SUBURBAN RESIDENTIAL
- URBAN RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- CONSERVATION
- MAJOR PUBLIC AREAS

COMMUNITY FACILITIES

- TOWN HALL
- COURT HOUSE
- PROPOSED MAINTENANCE BLDG.
- SEWAGE TREATMENT PLANT
- PROPOSED HIKING & BICYCLE TRAIL
- RECREATION
- SENIOR HIGH SCHOOL
- MIDDLE SCHOOL
- ELEMENTARY SCHOOL
- LIBRARY
- U.S. POST OFFICE
- FIRE COMPANY
- HOSPITAL
- COUNTY JAIL

CIRCULATION

- INTERSTATE 80 (Shortway)
- PRIMARY CIRCULATION
- SECONDARY/LOCAL CIRCULATION
- ONE WAY TRAFFIC
- NEW-MODIFIED INTERSECTION
- MUNICIPAL PARKING
- ACCESS IMPROVEMENT



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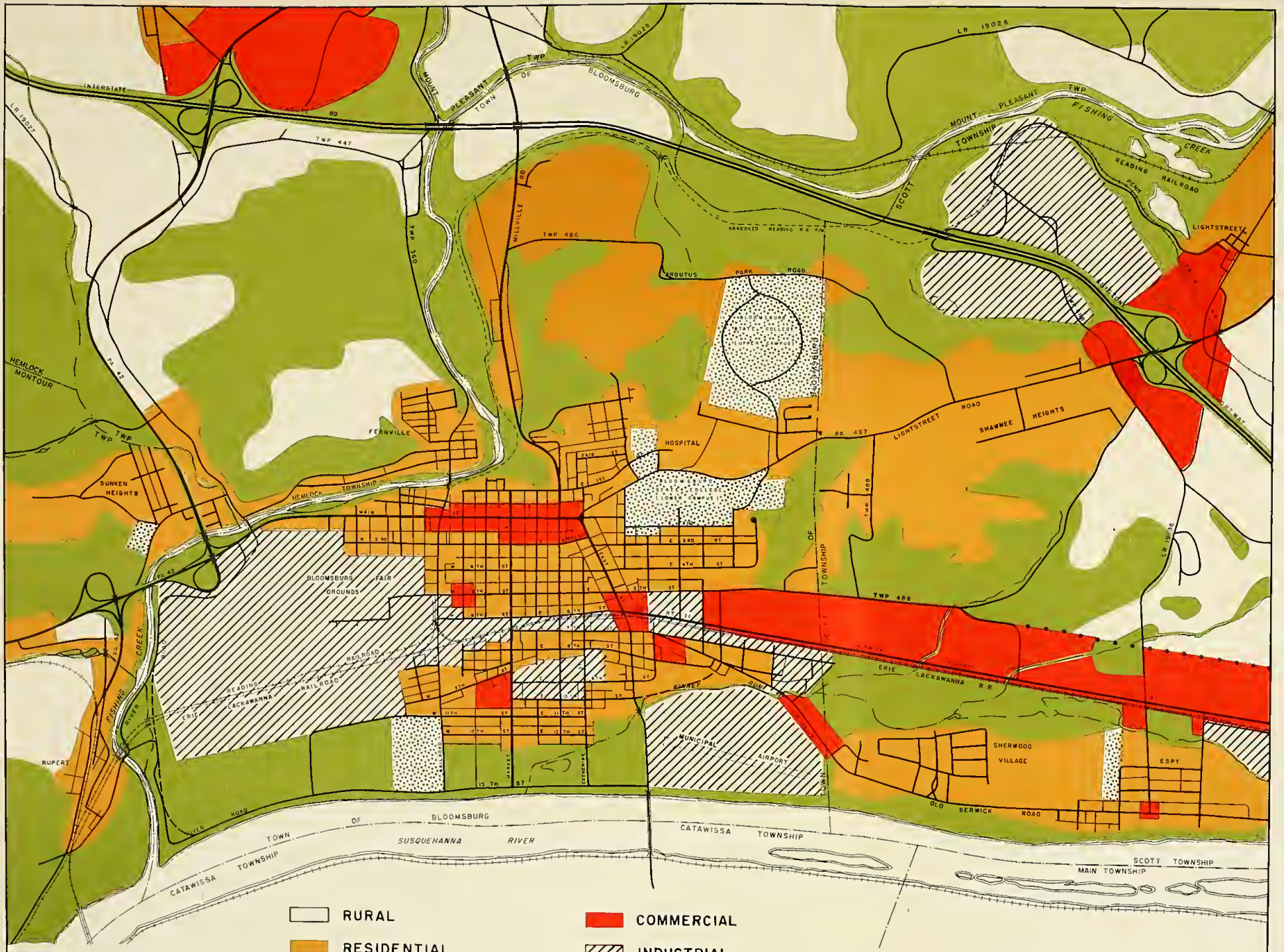
FISHBURN & ROUNDEE and ASSOCIATES
Planning Consultants Landscape Architects
HARRISBURG PENNSYLVANIA

509

GENERALIZED LAND USE PL
BLOOMSBURG AREA · COLU



GENERALIZED LAND USE PLAN
BLOOMSBURG AREA · COLUMBIA COUNTY PENNSYLVANIA

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SCALE IN FEET
500 0 1000 2000

CLIFTON E RODGERS and ASSOCIATES
Planning Consultants Landscape Architects
RODGERS and FREDERICK
Engineer Architect
HARRISBURG PENNSYLVANIA

CHAPTER SIX

LAND USE PLAN

CHAPTER SIX

LAND USE PLAN

INTRODUCTION

The Land Use Plan, included as a part of the Comprehensive Plan Proposals, shows a generalized picture of the recommended development for the Town during the planning period (1974-1995). It is concerned with the most favorable development of land by public and private means and the establishment of a pattern of uses that reflects desirable goals for development. The Plan allocates a variety of land uses to those locations best suited for each particular use. Part of the Plan is established by existing development and is primarily concerned with the qualitative improvement of the environment; the other part is concerned with the most efficient use of undeveloped land and provisions for new uses and facilities.

RESIDENTIAL LAND USE

Pressure for future residential development is expected to require a sizeable portion of the Town's undeveloped land reserve. Residential areas, as shown on the Comprehensive Plan Proposals Map are in basic accord with the 1965 Plan with some modification. The delineation is influenced by existing patterns, availability of community services and facilities with maximum emphasis on open space area to be preserved.

The highest residential densities have been contained in those areas where extensive development exists and conforms to accepted planning concepts, plus those areas that will logically provide for extension of this development pattern. One of the basic concepts of this Plan, as in 1965, is to encourage low density development on a considerable portion of the Town's remaining vacant land in order to prevent repetition of past tendencies toward overcrowding and to promote a greater amount of open space to be perpetuated. Residential development pressure will be a result of the increasing desire for a better day to day living environment coupled with the housing needs of a growing population. The single-family house will remain the major housing resource although multiple housing units will be in great demand for a large number of young married couples and those individuals that maintain separate households.

As in 1965, the major goals of residential development will be to gradually remove obsolete and substandard residential structures throughout the Town, meet the growing need for multiple unit housing around the college and downtown business district, restriction of small scattered lots through the lesser developed areas of the Town and to promote proper development schemes that will use this type of land to a maximum degree of efficiency to minimize haphazard development.

Basic to any residential use concept is the desirability to locate all residents in those areas that provide a desirable living environment as opposed to those areas in close proximity to industrial uses with the accompanying noise, dirt and congestion.

Rural

Approximately 94 acres of land have been allocated to this type of use in the northern portion of the Town through which Interstate 80 passes. This area is proposed to maintain the existing undeveloped open nature of this section of Town. Development pressures in this area are at a minimum due to the presence of land more suitable for residential use in other portions of Town.

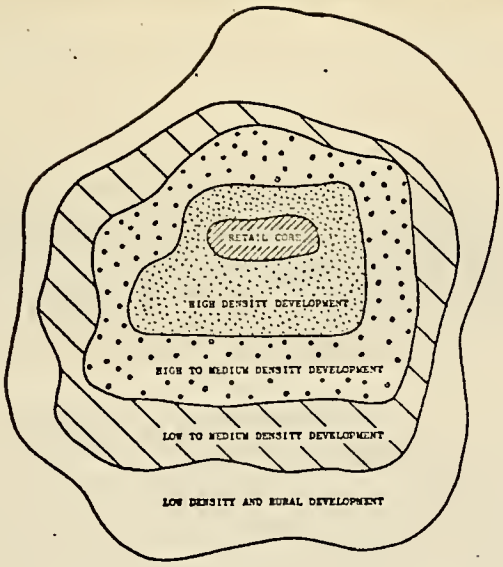
Suburban Residential

Areas north and south of Arbutus Park Road, including part of what is referred to as Turkey Hill, are proposed for this type of low to medium density residential use in the amount of 185 acres. Development in this area should not be random, small, scattered lots, but rather well designed subdivisions suited to the topography and maintaining an open/spacious environment. Availability of public sewer and water will be of prime concern in terms of type and density of use in these areas.

Urban Residential

Of the 415 acres of land proposed for this type of residential use, only 103 acres at the present time are open or vacant in the form of small scattered parcels (See Existing Land Use Map). In other words, the potential development activity in this area is restricted to those areas or lots not presently developed, or to those which may become available through urban renewal or other clearance actions. A significant exception to this statement is the area north of the lower campus. The urban residential uses, as stated previously, will reflect a maximum use, without overcrowding and congestion of the platted areas of the Town. A wide range of residential uses from single-family homes to high density residential structures will be evident in this area. As is shown on the Comprehensive Plan Proposals Map, this use is contained primarily in the densely developed Old Town section of Bloomsburg.

Location of multiple family, high density uses to fill the housing needs of low income families, elderly persons, single persons and college students should be based on "walking distance" to commercial and cultural facilities and other necessary community services. Development intensity, in theory, is related to its distance from the retail core of a community. That is to say, the further away from downtown facilities, the less intensive the use should be. See following illustration:


RETAIL CORE
HIGH DENSITY DEVELOPMENT
HIGH TO MEDIUM DENSITY DEVELOPMENT
LOW TO MEDIUM DENSITY DEVELOPMENT
LOW DENSITY AND RURAL DEVELOPMENT

DEVELOPMENT INTENSITY

Of course, this illustration is over simplified, but the basic premise is valid in terms of land use planning.

COMMERCIAL LAND USE

The total of 95 acres of commercial use illustrated in the area summary table is somewhat misleading. This is a total acreage figure for several types of commercial uses proposed at different locations throughout the Town. The following discussion breaks down the total into more appropriate designations, functions and locations.

The Plan proposes to maintain and upgrade the existing downtown area as the Town's primary shopping center. The Plan continues to stress the need to increase the utility and attractiveness of the downtown by, (1) making better use of what is already there; (2) gradual improvement to existing retail and professional facilities; (3) elimination and/or relocation of incompatible uses; (4) provision of adequate parking areas; (5) ease of vehicular and pedestrian access with particular emphasis placed on the ultimate separation of vehicular and pedestrian circulation; and (6) encouragement of new business activities to locate within a compact commercial area. These are the primary factors which will enhance and maintain Bloomsburg's position as a vital retail center in Columbia County.

To discourage the spread of strip commercial use, provisions are made in the Town for a neighborhood commercial area adjacent to the Downtown to provide a transition into the residential section. Strip commercial development is inefficient and weakens the existing shopping center. Business thrives on concentration and competition rather than dispersion.

Several other small retail convenience centers are proposed to serve the needs of the local neighborhood for such services as grocery stores, drug stores, barber shops, and similar facilities within easy walking distance of most residents.

The commercial area proposed along Route 11 will continue to provide areas for highway oriented facilities which require a large land area and are not compatible to a central location. Facilities such as drive-in restaurants, motels, theaters, shopping centers, warehouses, distribution centers, automotive sales and services illustrate uses appropriate to this area.

The opening of I-80, the Keystone Shortway, increased Bloomsburg's accessibility to a large number of travelers. Although the Buckhorn Interchange Area to the west and Light Street Interchange area to the east have responded to demand for transient services, Bloomsburg must also respond and become attractive to the tourist trade. Accommodations such as lodging, restaurants and specialty shops should be established where practical and economically feasible. The adherence to sound land use policies and design standards will increase the attractiveness of all facilities thereby assuring the Town its share of the overall benefits from this significant form of economic input.

INDUSTRIAL LAND USE

The lack of vacant land free from flooding, level and well drained, serviced by water and sewer facilities and adjoining major lines of transportation, both highway and railroad, has been a problem in Bloomsburg for many years and has subsequently limited new industrial development. Existing development, for the most part, has utilized the majority of suitable sites within the Town, forcing recent industrial growth to occur in surrounding areas.

A substantial area, presently vacant, proposed for industrial use is adjacent to the Magee holdings and the Bloomsburg Fair Grounds. This would be an area of prime interest for industrial development. Access and flooding problems would have to be overcome to put this area into productive use.

Industrial areas indicated along the Erie, Lackawanna Railroad as it passes through Town in an east-west direction, are substantially developed with little potential other than expansion of existing concerns. The only exception to this pattern is a tract located on the eastern border of Town bounded by Maple Street, East Ninth Street, and Kinney Run. Use of this land would necessitate removal of existing residential and commercial structures, the majority of which are substandard, in order to provide a site of sufficient acreage to be reasonably attractive to potential developers. Periodic flooding is a restrictive factor in this as well as most sites in the Town. This is not to say development is entirely prohibited, but rather, certain design precautions must be instituted to either raise the ground elevation, or incorporate flood proofing measures or both.

Between Old Berwick Road and the Airport, in the southeast quadrant of Town, is a site which would lend itself well to industrial development. As stated previously, flooding is a major drawback. Although, through proper design, the threat of flood damage could be overcome.

A significantly potential industrial site (not to be overlooked in long-term planning) is the area comprising the holdings of the Fairground Association. If, for some unforeseen reason, the fairground activity would be terminated, this 124.1 acre tract of land offers the basic physical features which are most desirable for industrial use, i.e., flat, reasonably well drained, sewer and water service, sufficient size and accessibility.

In most other cases, considerable improvement will be required to create usable industrial sites, such as extensive acquisition and clearance, substantial regrading as well as construction of access streets and utilities. Strict controls are needed to encourage attractive development and prevent continued overcrowding, mixed land uses, obsolete structures and general clutter that characterizes much of the Town's past development. Coordinated development and cooperation between Bloomsburg and Scott Township will be required to assure the best use of land, not only industrial but all types of development, and provide maximum gains to both communities.

CONSERVATION

The largest single land use classification in the Town is the area included in the conservation category. Approximately 1,018 acres, or 34.2% of the total land area of the Town is recommended for conservation. The function of this delineation is to highlight those areas that should be approached with caution in considering any new development. Steep slopes, wooded areas, marshy lowlands, flood plains, and natural drainageways are included as situations or conditions not conducive to development, and thus should be maintained in a natural state.

Bloomsburg is bounded on the south by the North Branch of the Susquehanna River and on the west and north by Fishing Creek. Land areas adjacent to these inland waters constitute a large portion of the area earmarked for conservation, based on their subjectivity to periodic flooding. Steep slopes on the transitional hillside from the lower portion of Town to the northern plateau area referred to as Turkey Hill are also designated for preservation. These areas retard surface water runoff, create a natural buffer between the more intensely developed section of Town and the residential reserve on the hill and offer potential sites for minimum, informal recreational development. Steep hillsides, north of Arbutus Park Road, which drop off to a lower valley area through which Fishing Creek and I-80 pass, are indicated for conservation. On the east border of Town adjacent to the lower campus and East Fifth Street is a naturally wooded ravine which should be maintained, for the most part, in its existing condition. An ecological or nature study area would be an appropriate function of this area.

We cannot continue to pursue a course of sprawling urbanization and random development predicated upon the premise that every piece of ground is "fair game" for development - limited only by man's ingenuity and financial resources for transforming it into a building site. On the other hand, the planning process must recognize that it cannot preempt an individual's right to a reasonable economic return for his land, "reasonable" being to that extent which does not jeopardize the well being of others - present and future. Without due consideration and provision for permanent open space, development cannot survive.

MAJOR PUBLIC AREAS

Areas shown in this classification in conjunction with community facilities and utilities are specifically addressed in the chapter entitled "Community Facilities and Utilities Plan."

SUMMARY

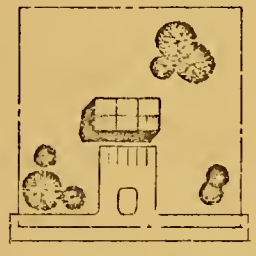
The Existing Land Use Chapter of this report indicates 50.8% of the total Town area is presently developed. The projected development ratio is approximately 62.6% of the total. The major purpose of this report is twofold. One, to guide potential development of the difference between these two figures (12.8% or 381 acres) as collective pressures come to bear on the Town to provide for future needs; and two, establish policies to gradually ease problems arising from premature judgements of the past in those areas presently developed in an equitable manner.

The following illustrations entitled "Development Economics" and "Development Alternatives" are presented for consideration in terms of general development guidelines on which to base future decisions. They are intended to be "rule of thumb" reference when the economics of development are weighed in the final analysis of desirable goals and objectives of overall community development.

DEVELOPMENT ECONOMICS

SINGLE FAMILY

COVERAGE	16%	TAX YIELD	$ 1200.00
DENSITY	1 DU/AC	MUNICIPAL COST	1050.00
VALUE	$ 40,000.00	SURPLUS	$ 150.00



TOWNHOUSE

COVERAGE	16%	TAX YIELD	$ 2250.00
DENSITY	3 DU/AC	MUNICIPAL COST	1650.00
VALUE	$ 75,000.00	SURPLUS	$ 600.00

GARDEN APARTMENT

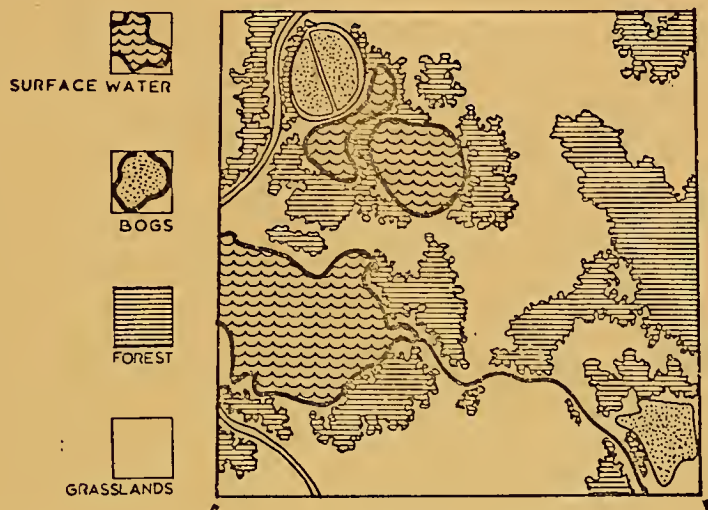
COVERAGE	16%	TAX YIELD	$ 3240.00
DENSITY	6 DU/AC	MUNICIPAL COST	1700.00
VALUE	$ 108,000.00	SURPLUS	$ 1540.00

INDUSTRIAL

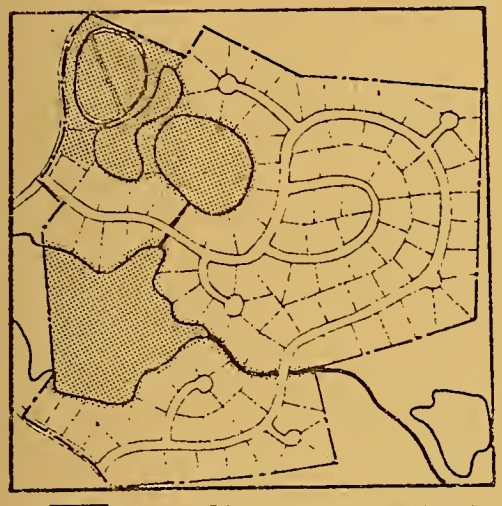
COVERAGE	16%	TAX YIELD	$ 1200.00
VALUE	$ 40,000.00	MUNICIPAL COST	60.00
		SURPLUS	$ 1140.00

SOURCE: LANDSCAPE ARCHITECTURE - JAN. 1974

DEVELOPMENT ALTERNATIVES



RAW LAND



WETLANDS

SINGLE FAMILY SUBDIVISION

OR

OPEN SPACE COMMUNITY

	COMPARISON						
A.	LAND STATISTICS						
	1. Total Site Area				167.9 ac.		
	2. Surface Water			35.4 ac.			
	3. Wet Lands			10.5 ac.			
	4. Unbuildable Land				45.9 ac.		
	5. Buildable Land				122.0 ac.		
B.	LAND USES			S.F.D.	O.S.C.		
	1. 1 ac. lots			106	0		
	2. 1/2 ac. lots			0	27		
	3. Townhouses			0	152		
	4. Garden Apartments			0	92		
	5. Totals			106 du	271 du		
C.	PROJECT SUMMARIES	TOTAL DU	GROSS DENSITY	IMPERVIOUS COVER	COMMON OPEN SPACE LAKES	LAND	%
	1. Single Family Subdivision	106 du	0.63 du/ac	15.7%	35.4 ac	7.3 ac	25.5%
	2. Open Space Community	271 du	1.61 du/ac	15.9%	35.4 ac	62.1 ac	58.1%

STATISTICAL COMPARISONS

SOURCE: LANDSCAPE ARCHITECTURE - JAN. 1974

CHAPTER SEVEN

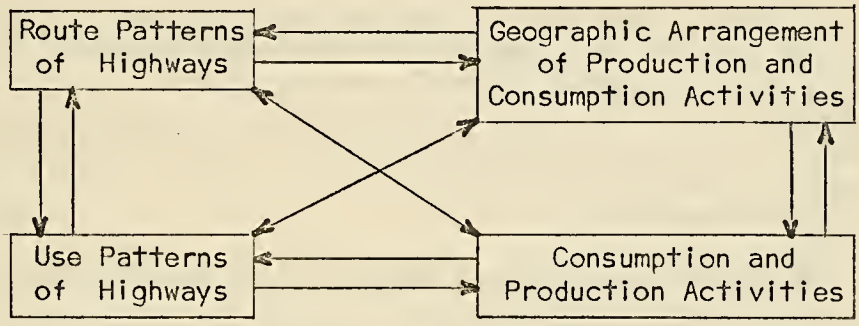
CIRCULATION PLAN

CHAPTER SEVEN

CIRCULATION PLAN

INTRODUCTION

The primary thing that a highway does is change the relative location of places within the region it passes through. The changes in relative location then affects the urban centers and the activities associated with them. The following chart will illustrate the interrelationships of transportation and activities:*


Route Patterns of Highways
Geographic Arrangement of Production and Consumption Activities
Use Patterns of Highways
Consumption and Production Activities

As a result of the changes in the relative location, some sites open up to investment opportunities while others become economically obsolete. One of the purposes of Interstate 80 is to bring Bloomsburg closer to other urban centers. Being more accessible to other regions, the Bloomsburg Area will become more economically viable.

HIGHWAY COSTS

In order to get more accessibility through a new highway, a community might have to pay some of the price. Some of these costs are:

1. A new highway could hurt some businesses. Some will be hurt only temporarily during highway construction. Other businesses might be impaired permanently due to changes in relative location.

2. A new highway could take valuable land out of production.

3. The existence of a highway could cause some traffic congestion and/or environmental deterioration.

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*Abler, Ronald; Adams, John S; and Gould, Peter. Spatial Organization (Englewood Cliffs, New Jersey; Prentice-Hall, Inc.) 1971, pg. 293.

4. Highway construction could disrupt neighborhood relationships.

5. A new highway could cause greater local government costs due to increased demand for police and fire protection, sewer and water services, and other utilities and services.

6. Local communications and traffic might be disrupted by a new highway.

7. A new highway could have negative inputs on relative accessibility of some sites.

HIGHWAY BENEFITS

At the same time, a new highway could have tremendous beneficial effects upon the region. Some possible benefits are:

1. A new highway could cause large economic growth. The term economic growth includes the introduction of new business and industry, the expansion of existing economic establishments, and new employmentlishments.

2. Providing the area's population with increased accessibility to other regions, thus increasing economic and social opportunities, and competitive marketing.

3. A new highway could reduce travel time between key nodes and markets.

Sound planning by the Pennsylvania Department of Transportation and the Community should be directed at minimizing costs and maximizing benefits.

WHAT THE COMMUNITY SHOULD DO

Building a highway does not necessarily guarantee economic and social growth. To ascertain the impact of highways, two basic questions must be answered.

1. What effect has the Highway Program had on the Region to date?

2. Is it doing what it was designed to do?

If the answers to these questions are negative from the Community's viewpoint, perhaps it is because the Community is not doing its job. Unless a community does the necessary things, all the highway will do will be to serve as a by-pass around the community. The community should:

1. Provide for community facilities, utilities, and other public services in advance of demand.

2. Ensure the aesthetics of the area.

3. Implement land use controls, especially at interchanges, to ensure proper development while at the same time protecting open space and prohibiting development in those areas that are unsuited for development; i.e., slope areas, flood plains, etc.

4. Create an Industrial Development Agency with authority to acquire large tracts of land and develop tracts as industrial parks.

5. Participate in multi-community planning and development program.

There are three basic measures of the potential impact of a highway on a region:

1. The reduction in travel time from the region to regional and national trade centers.

2. The increase of national and regional trade centers that can be reached within 2.5, 4, and 6.5 hours of travel time.

3. The increase in the index of potential economic interaction with regional centers.

REGIONAL HIGHWAYS

Bloomsburg is strategically located with regard to an excellent highway system which places the Town within a day's journey or overnight trip to major cities in the east and midwest. Bloomsburg is located along the following routes: Pa. Rt. 42; Pa. Rt. 487; U. S. Rt. 11; and Interstate 80.

Pennsylvania Rt. 42, a north-south highway, interchanges with U. S. Rt. 11 at the west end of Town and continues south across the Susquehanna River at Catawissa en route to Centrailia. Pa. Rt. 487, also a north-south highway, passes through Town via Lightstreet Road, East Street (running concurrently with U. S. 11), Poplar Street, and Ferry Road across the Susquehanna River and into Catawissa. U. S. Rt. 11, a major north-south highway extending from Canada to Mexico, runs through Town via the Danville Road, Main Street, East Street, Sixth Street and the Berwick Highway. Interstate 80, or the Keystone Shortway as it is referred to in Pennsylvania, is an east-west cross country thoroughfare. Access to I-80 from Bloomsburg is via Pa. 487 (Lightstreet Road) to the east and via Pa. 42 to Buckhorn and the west. Relationships of highways in the Bloomsburg Area are illustrated on the map entitled "Bloomsburg Area Regional Access."

PLAN OVERVIEW

The Circulation Plan, proposes a program of street improvements of both physical and regulatory nature, to provide easy and continuous lines of travel for present and anticipated traffic through and around the Town. Most of these improvements can be carried out within the framework of the present street pattern by correcting existing alignment defects, extending

and/or improving existing streets, implementing traffic flow regulatory measures and a limited amount of new construction. It is recommended that these improvements be implemented as soon as ecomomically possible rather than waiting for the existing corridor to fall even further short of demands.

One of the Town's major traffic problems is created by the lack of a well defined street system or corridor to channelize the traffic to a few streets designated for this specific purpose. The present "gridiron" pattern encourages, more than discourages traffic to use nearly every street for travel through the different sections of the community. Streets must be designated to carry certain types and volumes of traffic and must be designed and constructed to desirable minimum standards for this specific purpose. Major and secondary streets must be the primary movers of traffic through the Town; and accordingly will require the effective use of traffic lights, stop signs and other regulatory measures to control and minimize conflicting traffic and reduce innumerable potential hazards. At the same time, local streets will be spared the heavy traffic load and will function basically as a means of connecting individual land parcels with the highway network.

HIGHWAY AND STREET CLASSIFICATION

As illustrated on the "Comprehensive Plan Proposals" Map, the highways and streets are classified according to the type and volume of traffic that is expected to be carried and the capability of each street to move traffic around and through the Town.

Interstate - Limited access highways that move large volumes of high speed traffic between communities, regions and states. Interstate 80, of course, illustrates this type of highway. Passing through the northern section of Town, access is provided to the east by an interchange with Pa. 847 (Lightstreet Road) and to the west at Buckhorn by an interchange with Pa. 42. The opening of the Keystone Shortway has reduced the volume of "through traffic" which previously burdened Town streets. At the same time it has opened up new territory for development in terms of highway oriented commercial uses.

Primary Circulation - Refers to those streets that carry a major portion of traffic through Bloomsburg, provide major access to the downtown and nearby communities.

Secondary Circulation - Streets of this classification distribute traffic throughout various sections of Town and serve as feeders for primary roads.

Local Circulation - The remainder of streets which provide access to abutting properties.

The following proposals are recommended to improve the overall circulation pattern in Bloomsburg:

° Widen Railroad Street from Sixth Street to Fishing Creek to include the vacated Railroad right-of-way.

- Improve Railroad Street, in conjunction with widening program, to support heavy industrial traffic. Particularly the section from Sixth Street to 11th Street and then west on 11th Street for approximately 800 feet.

- Correct alignment defects on River Road. This would eliminate several hazardous curves and facilitate development of a recreation area at the covered bridge site. Re-alignment of the intersection with Main Street, directly across from the old Pa. 42 bridge is also recommended.

- Establish one-way traffic: -

  east on Sixth Street from Railroad Street to East Street.

  west on Fifth Street from East Street to Railroad Street.

- Encourage the use of Fifth Street and its extension through Scott Township to be the primary controlled access to the Lightstreet Interchange. Topographic conditions have restricted development along this route, thus minimizing congestion and maximizing ease of access. A "widen and improve" program would make this road ideal for the purpose.

- As Arbutus Park Road assumes an increasingly more important role in the circulation plan, (access to the upper campus and development potential), re-alignment of two hazardous "switch-back" curves will be necessary.

- Construct the extension of East Tenth Street from Ferry Road to Old Berwick Road at the intersection of Park Street to provide for local access to U. S. Rt. 11 and the Lightstreet interchange via Fifth Street extended, without going through the already over-burdened intersection of East and Sixth Streets.

- Provide a one-way circulation loop which would include Main Street, from the Town Hall up to Penn Street, Penn Street to Lightstreet Road and one way on Lightstreet Road back to the Town Hall. This would eliminate several conflicting traffic movements at the intersection of Main Street, East Street, and Lightstreet Road. Two-way traffic would be maintained on Lightstreet Road from the Penn Street intersection to the I-80 interchange.

- Intersection improvements are needed to improve sight distances, reduce congestion and expedite the flow of traffic through channelization and/or signal controls at the following intersections:

  River Road and Main Street
  Railroad Street and Main Street
  East Street, Lightstreet Road and Main Street
  Penn Street and Main Street
  Penn Street and Lightstreet Road
  Fifth Street and East Street
  Sixth Street and East Street
  Fifth Street and Railroad Street
  East Tenth Street and Ferry Road
  East Tenth Street and Old Berwick Road
  Arbutus Park Road and Millville Road

° Replace Ferry Road River Bridge

° Maintain Lightstreet Road as a residentially oriented corridor by prohibiting strip commercial development. A recommendation to this effect should be forwarded to the Scott Township Planning Commission, the Township Officials, and PennDOT.

° Municipal Parking - A study of parking supply and demand to make recommendations for more efficient use of existing surface parking facilities and provisions for additional facilities in appropriate areas as identified by the supply and demand study.

SUMMARY

Although Bloomsburg's accessibility is excellent from a regional point of view, there are transportation problems from a Town perspective. Large scale industrial and commercial uses in and near the Town generate a large volume of truck traffic. The College and the downtown area are also significant traffic generators not to mention the area residents which commute to and from work each day. Bloomsburg must recognize its position in light of a development/traffic ratio and strive to satisfy the demands and pressures for adequate, smooth flowing traffic patterns through institution of sound traffic management principles.

LOOMSBURG AREA
EGIONAL ACCESS

GAME LAND

FOREST LAND

SCALE : 1" = 9 MILES

IFTON E. RODGERS and ASSOCIATES Planning Consultants HARRISBURG PENNSYLVANIA

CHAPTER EIGHT

COMMUNITY FACILITIES AND UTILITIES PLAN

CHAPTER EIGHT

COMMUNITY FACILITIES AND UTILITIES PLAN

INTRODUCTION

Community facilities are largely responsible for establishing living standards and developing an image that an area would project to those outside. Therefore, it becomes necessary to establish guidelines for community facilities that are designed to improve the socio-economic environment of a region. Some guidelines for the Town include:

1. Adequate public buildings to serve as the center for governmental, social, and cultural services to residents and non-residents of the Town.

2. Educational facilities designed to meet increasing needs with continuing emphasis on the Vo-Tech aspects of education.

3. Protection to the ecological and environmental resources of the Town in order to achieve improved water quality and an increased quantity to provide for safe potable domestic supplies, industrial use, fire protection and recreational outlets.

4. Adequate facilities for the protection of community health including hospitals and medical clinics. In order to achieve this, major programs must be designed to overcome deficiencies in sewage disposal and solid waste management as primary steps to providing clean water, air and land.

5. Identification of open space including areas for recreation, scenic views, and preservation of flora and fauna.

The achievement of community facilities involves the cooperative study of the needs and wants of people. It also involves group decisions, by these same people, as to what constitutes programs and facilities necessary to meet their needs. It also becomes necessary to work out a collective execution of these plans in order that it can provide for the common good; and because it is not a one shot process, a constant evaluation of the emergence of needs must be made and the program updated accordingly. A brief overall statement for community facilities is as follows:

Government Centers - There is an increasing need for expanded governmental services at all levels and the increasing population emphasizes the immediacy of this need. Minimum needs would include space for government meetings, public meetings, planning commission meetings, other municipal agencies and a center for public protection purposes.

Social Center - These are often provided as a part of government centers and private enterprise in cooperation with churches, schools, public and semi-public clubs and fraternal organizations and some aspects of educational and recreational programs.

Cultural Centers - The socio-economic level of a community is oftentimes measures by cultural aspects including libraries, historical centers, performance centers oriented to art, music and crafts, museums and centers for music appreciation, ballet and other theatrical expressions.

Educational Centers - There is no issue more vital to the community today than the provision of adequate educational services. Children must be prepared during school years to cope with fast moving commercial and industrial programs. In order to assure its citizens the best in education, the school district must constantly adapt to changing standards. School buildings must be attractive, well suited to the student and provide for a comprehensive modern curriculum; sites must be spacious and convenient to the students within the district. Uncontrollable forces, however, thwart the immediate satisfaction of educational aims. Some of these include shifting population, obsolescence of structure, rising costs and ever-increasing requirements for curriculum. Perhaps education should cease to be a cost to society and become an investment in people. In this manner, expansion of the educational plan would assume the same aspects as expansion of industry and expansion of commercial facilities.

With these thoughts in mind, how does Bloomsburg stand, and what must be done to maintain an adequate level of service? The following narrative addresses more specific elements of community facilities as they exist today and what course of action may be necessary to correct any deficiencies. Location of facilities is shown on the "Comprehensive Plan Proposals" Map.

MUNICIPAL BUILDINGS

Proposals to replace the existing Town Hall are nothing new. The need for a building to adequately house municipal functions has been evident for many years. The present Town Hall is obsolete, deficient in facilities and unfortunately located at a dangerous street intersection.

Recommendations concerning the municipal building are contained in the space analysis report for municipal and community facilities prepared in 1972-73 for the Bloomsburg Town Planning Commission. To summarize, the recommendations are as follows:

1. Demolish the present Town Hall Building and use the site for improvement of the hazardous intersection and open space and parking facilities for the ambulance center.

2. Demolish the "5th Street" school building and construct a new municipal and community facilities complex at the "5th Street" School Site. Provided that the new structure is two-story, the site is adequate for the estimated building area and required off-street parking and service areas.

3. Construct new Fire Company facilities on the open area at the site of the Municipal Street Maintenance complex at Catherine Street.

Financial limitations and new responsibilities have slightly changed these basic recommendations. As an interim measure, the Town Hall is slated for interior renovation and expansion to include space occupied by the Friendship Fire Company (Fire Co. relocation discussed later in this chapter). The style of architecture and historic value of the existing Town Hall has generated much support for preserving this building regardless of its future function.

Caution should be exercized in terms of the financial expenditure to remodel the existing Town Hall. Weigh carefully the short-range function and cost benefit in relation to long-term plan implementation.

Improvement of the 5th Street School Site for general recreation purposes would be a positive step toward maximum utilization of an existing facility.

SCHOOLS

The public school system, as it relates to Bloomsburg, is administered by the Bloomsburg School District Authority. A long-range development plan, as formulated and adopted by the School District, is the authoritative document which guides future development objectives in the realm of public schools. The Town Planning Commission and School District officials should maintain a close liaison to insure compatability of plans and objectives.

It is not within the scope of this report to make an analysis of the educational system but rather to re-emphasize the responsibility of each individual not only through taxation, to provide all children with a good education to enable them to function in the ever-changing and increasingly complex society into which they will enter.

POLICE PROTECTION

The Police Department consists of nine full-time police officers and two full-time meter enforcement officers. Department rank consists of one Chief of Police, one Assistant Chief of Police, two Sergeants and one Corporal. There are four patrolmen in the Department. No specialized units exist such as criminal investigation, or youth aid. There are also no civilian personnel employed in the police department at the date of this report. The police office is located at the rear of the municipal offices and is open normally eight hours a day. Throughout most of the twenty-four hour day, dispatching of patrol cars and phone service is handled by a private company which also provides radio and answering services to the fire companies, ambulance association and area businesses. The police department utilizes three municipally owned, radio equipped patrol vehicles, and one "back-up" vehicle which is not radio equipped.

The scheduling of the number of on-duty police officers for a 24-hour period is as follows:

8:00 a.m. - 4:00 p.m. - Three
4:00 p.m. - 12:00 a.m. - Three
12:00 a.m. - 8:00 a.m. - Three
8:00 p.m. - 4:00 a.m. - One (Overlapping Shift)

In 1973 a survey of the Bloomsburg Police Department was completed by the Municipal Consulting Services Division, Bureau of Local Government Services, Department of Community Affairs. A total of 19 recommendations were presented as a result of this survey. These recommendations deal primarily with the need for increased manpower, increasing of administrative efficiency, policy establishment for duty assignments, training requirements, promotions and salaries. A new police building was recommended. (This proposal concurs with aforementioned space analysis to provide adequate police facilities in conjunction with new municipal building.)

As a result of this survey, excluding internal procedure implementation, two patrolmen are to be hired plus two full-time civilian clerks to keep the station open 24 hours a day.

In accord with standards for evaluation of police protection and effectiveness, the Bloomsburg Police Department provides a sufficient level of service to the Town. The Police Department is to be commended for its progressive approach to self-evaluation and improved and up-graded service to the Community.

FIRE PROTECTION

Fire protection in Bloomsburg is provided by four volunteer fire companies, Rescue Hose and Ladder Company, Liberty Fire Company, Friendship Fire Co. No. 1, and Winona Fire Company (See Comprehensive Plan Proposals Map for location.) Volunteer response averages 100 - 150 persons and 200-235 persons for major fires to man the following equipment:

1974 Ford Bean Pumper - 750 G.P.M. (Winona)
1970 Hahn - 1,000 G.P.M. (Rescue)
1969 Ford Bean - Booster (Friendship)
1966 G.M.C. Bean Pumper - 750 G.P.M. (Liberty)
1964 Ford Ladder (Liberty)
1956 G.M.C. Bean Pumper - 750 G.P.M. (Winona)
1952 American LaFrance - 500 G.P.M. (Rescue)
1949 American LaFrance - 750 G.P.M. (Friendship)
1941 Buffalo - 500 G.P.M. (Rescue)
1939 Ford - 350 G.P.M. (Friendship)
1934 Buffalo - 500 G.P.M. (Winona)
International Trailer - Tanker (Town)

Available equipment must be kept in good operating order and replaced as necessary. The average life span of a fire fighting vehicle is 30 years. The proposed addition of a new fire truck in 1975 will enhance an already excellent equipment inventory currently available in Bloomsburg.

Depending on the intensity of land use, the American Insurance Association recommends the following service radii for fire stations:

High Value Area (Downtown Commercial & Industry)	0.75 mile service radii
Low Value Area (Medium to High Density Residential)	1.50 mile service radii
Sparsely Developed Rural Areas	3.00 mile service radii

Note should be made that there are, in reality, two interrelated sets of standards to determine adequacy of fire protection: (1) related to distance as set forth; and (2) related to population. The number of pumper trucks for areas under 50,000 population is determined by this formula: .85 + .12 trucks per 1,000 population. Assuming 12,000 persons in Bloomsburg and immediate environs, there would be a minimum of 2.3 pumper trucks required, rounded to the next higher number requires three to meet the standard.

A serious problem facing firemen in Bloomsburg is the presence of the Erie-Lackawanna Railroad which traverses the Town in an east-west direction. The railroad line itself is not the problem, but rather, the potential for a long freight train going through Town could effectively isolate the southern third of Town from fire fighting vehicles by blocking the Street crossings.

Solution of this problem is forthcoming when Friendship Fire Co., moves from the Town Hall location to its new location on East 7th Street, a block east of Market Street. (Note: This site is different than the recommendation contained in the space analysis report.)

Generally speaking, the fire protection coverage for Bloomsburg, pending relocation mentioned above, is adequate. This assumes a continued adequate water supply to all fire hydrants.

MUNICIPAL AIRPORT

The Bloomsburg Airport, located in the southeast corner of Town on 58.0 acres of land, consists of a 2,800 foot paved runway and related hanger maintenance buildings. Consideration should be given to expansion of the runway to 3,400 feet for safety purposes and to accommodate larger aircraft. Relationships of flood plain and flight path development controls have investigated in depth to determine the feasibility of this proposal. Generally, expansion on the eastern end of the runway would be the only alternative. There are potential benefits to be derived from the expansion in terms of development controls of flood plain areas in Scott Township as well as a basis for increasing the area to be included in the Town Park between Catherine Street and Ferry Road.

Presently, aircraft activity is minimal and the future of the airport is subject to question. It is foreseeable that this function could be terminated due to varied economic pressures which may be exerted. Hopefully this will not be the case as an airport can be a vital asset to a community. However, possible re-use of this area must be addressed in the event that the airport function ceases. Flood plain regulations will be a major determining factor in any re-use decision which may be made. Possibilities to be considered might be industrial, municipal functions, recreation or a compatible combination of all three.

BLOOMSBURG FAIR GROUNDS

Privately administered, this 124.1 acre tract houses the annual Bloomsburg Fair a local tradition that draws people from all over the State. Continuation of this event is encouraged as a significant input for the economy of the Town. However, if this function should, for some unforeseen reason, terminate its existance, this land would become of primary interest for industrial development (See Chapter Six).

BLOOMSBURG PUBLIC LIBRARY

Supported by donations, both private and municipal, the public library serves a vital cultural need in a community.

According to minimum standards established by the American Library Association, public libraries should contain at least two volumes per person of population served, 25 to 100 periodicals, one staff member for each 3,500 persons served and should be located so as to be accessible within 20 minutes by automobile.

COUNTY COURT HOUSE AND JAIL

The Columbia County Court House and Jail are located in Bloomsburg. While they are not municipal facilities, they are community (County) facilities and are most welcome in the Town. They generate a high level of personal and professional services, as well as increased retail trade. The Town Planning Commission should offer its services to the County Commissioners in planning for space and municipal services to the County. Communication and cooperation between County and municipal governments and agencies is highly encouraged for mutual benefits to be derived, not only on a governmental basis, but for the benefit of all citizens.

HEALTH CARE

Bloomsburg Hospital, equipped with 150 patient beds and 30 nursery units, provides area residents with a wide-range of medical services which include: maternity, surgery, intensive care, out-patient, emergency, physiotherapy, and X-ray services.

Presently, the hospital is operating at average capacity with plans to expand to provide laboratory and business office facilities.

Expanded hospital facilities, augmented by local practitioners, presents an adequate level of health care facilities in the Bloomsburg Area.

SOLID WASTE DISPOSAL

The Columbia County Solid Waste Authority regulates the collection and disposal of refuse for the entire County, including Bloomsburg, through contract agreements with 10 private collectors. A sanitary landfill at the County Farm Site in Mt. Pleasant Township north of Town will provide area for proper disposal of wastes.

WATER SERVICE

The estimated 1990 population in Bloomsburg will intensify the demand upon the existing water supply, storage and distribution system. The present consumption of over three million gallons per day is expected to increase as the result of population increases in the service area, the increased use of water per capita and the addition of new industrial uses that require water. Sufficient water must be available for the anticipated demand as well as for substantial storage reserve to meet fire demands, special industrial needs and general emergency conditions. New trunk lines, pumping stations and storage reservoirs will be required in order to guarantee an uninterrupted flow of water to the community.

The future growth of the Bloomsburg Area is dependent upon an adequate supply of water for both domestic and industrial uses. Extensions of water service have been restricted to the level terrace in the southern section of the Town and in Scott Township.

Low lying land and steep hills inhibit the extension of water service in the northern section of Bloomsburg and throughout most of Scott Township. The lack of a supporting population currently inhibits the extension of water service into those sections of the Town and Scott Township where new growth is anticipated.

Close cooperation between the Bloomsburg Water Company* and the officials of Bloomsburg and Scott Township will be required in order to plan for the orderly extension of water service into those sections where it is needed most. The extension of service to the upper campus site on Turkey Hill affords an excellent opportunity for servicing the Light Street Road Area and the northern section of the Town. Expanded service into undeveloped areas should be considered as a means of encouraging new growth. New development is not likely to occur in areas where water service is not available.

SEWER SERVICE

Although Bloomsburg's sewer system appears to be adequate for immediate needs, anticipated increases in population and industrial development will undoubtedly require substantial improvements in existing facilities to permit operation at maximum efficiency. Extensions of existing lines will be required as well as replacements, new interceptor lines, expanded treatment capacity and completion of secondary treatment facilities (currently in progress).

The extension of sewer lines is restricted on the flood plain by low lying wet lands and on the hillsides by steep and irregular topography. Pumping facilities and collector lines will be needed to encourage new development.

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*Note: Negotiations presently underway for purchase of the Bloomsburg Water Company by the County.

Close cooperation between the Municipal Authority, Bloomsburg and Scott Township will be required to encourage the installation of new facilities, and the extension of existing lines into new sections. The future growth of both the Town and Scott Township is already restricted by the lack of adequate sewage collection and treatment facilities. Continued reliance upon individual disposal facilities will prove detrimental to the health and welfare of both communities.

Both communities should explore the possibilities of cooperative effort to reduce the high costs of an improved collection and treatment system. Consideration should be given to the many different sources of financial assistance from the County, State and Federal Governments.

DRAINAGE

The provision of adequate storm drainage is an important factor in protecting the public health and property in a community. Inadequate drainage facilities permit the formation of mosquito breeding grounds in stagnant pools and extensive run-off on steep slopes. Flooding of streams which traverse developed areas not only causes property damage but creates health problems. Whenever possible, it is preferable to preserve natural open channels for drainage of storm water because of the great expense involved in constructing large underground storm sewers.

Protection of existing streambeds and natural drainage areas should be encouraged through subdivision regulations and a comprehensive drainage ordinance.

Underground storm sewer lines are required in the built-up sections of Town. The storm sewer improvement program in Town is limited and has done little to reduce or resolve the problems associated with storm water runoff.

Snyder's Run, which flows above ground for a short distance north of Light Street Road and is carried through Town in a rapidly deteriorating brick arch storm water conduit, has continually created problems for business and residents along its course in terms of basement flooding and associated property damage.

The relocation and/or replacement of Snyders Run culvert as well as solutions for other storm water problems will be presented in a comprehensive storm water drainage plan to be prepared for the Town.

CHAPTER NINE

RECREATION PLAN

CHAPTER NINE

RECREATION PLAN

INTRODUCTION

The trend toward increased leisure time, instead of being a much desired and needed break from the work-a-day world, has almost reached the proportion of becoming a serious social problem in terms of too much free time. Of course, this is not everyone's situation, but a growing segment of the general populace of all age groups is facing this problem. Should free time be expended at random with no real satisfaction, or should leisure time pursuits be guided in the form of recreation opportunities designed to enable individuals to find outlets for self-expression and thereby develop their inherent potential and achieve real satisfaction for their efforts? This question must be faced in terms of what recreation facilities are available today, what will be needed in the future, what are the goals and objectives of a recreation program, and where does the responsibility lie for providing such a program.

It is not the purpose of this report to make a detailed analysis and present hard and fast answers to these questions, but rather to point to a potential problem and offer the opportunity to establish a base from which logical and meaningful decision can be initiated. At the same time, any decision on this subject must reflect consideration of a wide spectrum of input and variables inherent in such a process.

To provide a better understanding of the various types of recreation facilities, the traditional types are discussed as follows:

TOT-LOT

This area is usually small, about 5,000 square feet or a little less in size, and is intended for use by pre-school age children. The service radius is 1/8 mile. It is usually provided where private yard space is not available, and is especially important in high density areas. Area features include simple, safe and attractive apparatus (for example: swings, slides, benches, open space for running, and paved walks or paths for wheeled toys).

NEIGHBORHOOD PLAYGROUND

This is the principal outdoor play area of the neighborhood. The size usually ranges from three to five acres; and the playground often comprises a part of an elementary school yard. Service radius is 1/4 mile. The facility usually includes a play area for the pre-school child. Also included is a play area for school-age children, the heaviest users. The area is a place where teenagers and adults can enjoy games and sports and where the entire neighborhood can gather for festivals, special events,

games and other activities. Typical facilities include play apparatus, a multi-purpose grass area, courts for games, a shaded area for quiet activities, a wading pool, and shelter buildings with sanitary facilities. In order to minimize the stereo-typing of playgrounds, the use of landscape plantings and innovative play apparatus is desirable.

PLAYFIELD

The playfield provides facilities for diversified recreational activity for teenagers and adults, although a section is commonly developed as a playground. A part is usually set aside for athletic or highly specialized sports with spectator emphasis. The size may range from 10 to 30 acres, and the facility is often located adjacent to secondary schools. The service radius is 1/2 to 1 mile with a design criteria of one acre for each 800 population. Typical features include a children's playground and tot-lot, playfield and older children and adults, tennis courts, lawn and court games, shelter, pool, picnic area, parking facilities, and landscaped areas for passive recreation.

COMMUNITY PARK

This facility services the entire community and is located within or near the urban limits to give the urban dweller an opportunity to get away from the rush or urbanization. These parks service all ages and are designed for year-round use with particular emphasis on family use. The size ranges from 50 to 100 acres. Typical design features are not standard except to effectively utilize natural features; for example: woodland, meadows, streams and ponds. Road development should be kept to a minimum, but ample parking should be provided. Typical activities include picnicking, swimming, day camping, and walking for pleasure. If topography permits, playfields may be established.

SPECIALIZED RECREATION AREAS

Golf courses, swimming pools, athletic fields, amphitheaters, tennis courts and community centers are often included in this category.

OPEN SPACE

Underdeveloped and typically unusable land (for example: ravines and hillsides) is used for conservation control and beautification. Open spaces also may be small landscaped squares, triangles, or plazas providing breathing spaces in built-up urban areas.

LARGE-SCALE PARKS OR REGIONAL PARKS

These parks serve the residents of a relatively large region, usually those located within an hour travel time. The size and location of these parks vary, but recommended sizes range from 250 acres and upward depending on the types of activities provided and the area to be served. In many instances, such parks are left entirely in their natural state while others contain both natural areas and active recreational development.

Recognizing the fact that not all of these types of facilities are applicable to Bloomsburg, they must be kept in mind to evaluate the existing recreational facilities in terms of needs and potential development.

INVENTORY AND RECOMMENDATIONS

Facilities which fall into the classification of large-scale or regional parks should be addressed at this point in relation to their drawing power in the Bloomsburg Area. These facilities would logically include the following:

Ricketts Glen State Park - Luzerne County
Worlds End State Park - Sullivan County
Raymond B. Winter State Park - Union County
Snyder-Middleswarth State Park - Snyder County

State Park facilities in the Columbia-Montour-Northumberland Counties Area are non-existent. Potential for development of this type of park facility within a reasonable travel distance from Bloomsburg (25-40 miles) should be investigated and encouraged.

Memorial Park

Memorial Park is one of the Town's finest assets as well as one of the best recreational facilities in the upper Susquehanna River Valley. The plan proposes that the park be further expanded to include the area in the block between Catharine Street and Ferry Road including Kinney Run. The expanded land area would prevent any further encroachment of non-recreational uses around the periphery and create a land reserve to accommodate development of a diversity of facilities. This expansion program is given credence in terms of flood plain development controls which would substantially restrict all but recreational type development.

Waterfront Parks

Bloomsburg's location along the Susquehanna River provides an excellent opportunity for the development of a riverfront park. The plan proposes that the entire river frontage be reserved for recreational use and that a variety of features be provided to take advantage of this invaluable community asset. The frontage consists of a relatively narrow undeveloped strip of land along the river and Fishing Creek. Elevations vary from 20 to 40 feet above the water surface. The strip is subject to periodic flooding in the Spring and should, therefore, not be developed intensively.

The riverfront offers an excellent opportunity for the development of both active and passive recreational features. The strip along the Susquehanna River is too narrow for intensive development and should be generally left in its natural state except for the provision of walkways and bicycle trails. Investigation of the use of the river for row boats, canoes and sail boats should be undertaken, and if feasible development should be initiated at once.

The frontage along Fishing Creek in the vicinity of the covered bridge provides an excellent site for the development of a picnic and fishing facility. The proposed site is large enough for the development of a substantial facility for both local residents and persons residing outside the area.

Aside from the recreational benefits to the Town, the riverfront park development would provide an exceptional attraction for the increasing number of tourists that visit the Bloomsburg Area. Park visitors would patronize local stores and services and thereby contribute to the general economy. An area of this type, well developed, could be a major plus factor for Bloomsburg in times of public assembly, eg. the Fair; College homecoming and alumni weekends, and for the everyday enjoyment of the Townfolk.

Fishing Creek Nature Park

The plan proposes that a section of the Fishing Creek flood plain be reserved for limited recreational use. The site is generally low lying, poorly drained, subject to flooding and not suitable for intensive development. It is presently undeveloped except for a stone quarry. The proposed park is to serve as a natural area, with emphasis on the development of a wild life refuge, bird sanctuary, nature walks, camp grounds and limited recreation facilities.

Athletic Park

The existing athletic park on 7th Street, currently utilized by the School District for football purposes, could be further developed as a year-round playground to serve the residential sections in the center of Town; pending, of course, successful resolution of a recommended program for cooperative use of the Bloomsburg State College athletic field for football games. The playground would provide recreational space and facilities for a large number of children that live within a convenient walking distance until supplemented by other facilities in better geographic distribution. During spring and fall it is assumed that the site would continue to provide for football practice for both of the educational units.

Public School Playgrounds

Playground facilities for the Junior High School on First Street are grossly inadequate. Acquisition and development of adjacent properties is recommended to provide much needed additional space and facilities.

Memorial Elementary School Site is also recommended for expansion of playground facilities.

The abandoned 5th Street School Site should be developed as an interim recreation site until the time it is utilized for municipal functions.

Bloomsburg State College

Recreational facilities on the upper and lower campuses supplement the public facilities in Town. Of course, all local use of these facilities is based on availability when not in use for college functions.

Increased cooperation between the college administration and local citizens is highly encouraged to obtain maximum usage of these recreational opportunities.

Greenbelt Recreation

As referenced in the land use chapter, areas designated for conservation offer potential sites for various forms of passive or informal recreation uses. Nature study areas, picnicking, wildlife refuge and hiking trails would be appropriate uses in this type of area.

The abandoned railroad right-of-way starting at Railroad Street near the bridge across Fishing Creek and continuing around the outskirts of the development area in the northern sector of the Town, as shown on the Comprehensive Plan Proposals Map, is recommended for transformation into a hiking and bicycle trail.

Play Space

Playspace for small children of pre-school age is needed throughout the Town, particularly in the more densely populated sections. In some cases, facilities can be provided at existing parks and playgrounds; in others, a single vacant parcel could readily be developed as a play lot. A small area of 2,500-5,000 square feet is generally adequate for the provision of a sand box, swings, slides, and open space for general tot play. It may be feasible and even desirable to encourage the cooperation of neighborhood groups and local service clubs to provide supervision and necessary improvements and maintenance. Because of size and the many other factors which determine location, these areas are not shown on the Plan.

Neighborhood Playgrounds

Neighborhood Playgrounds are primarily for children 5 to 15 years of age and to a limited extent for informal play by young adults. The ideal location is near the center of a neighborhood, preferably adjoining a school site reflecting joint use. Space is generally provided for athletics, court games, roller skating, a shelter house, wading pool and game play. The lack of vacant land in existing residential areas is the primary obstacle to the realization of a playground of adequate size within easy reach of every residential neighborhood in the Town. Existing facilities are, for the most part, inadequate for total recreation need and expansion because of site and financial limitations is highly questionable. The recreation plan recommends that existing facilities be used to the greatest advantage by increasing the variety of facilities offered and that every opportunity to expand the sites be implemented.

It is also recommended that fully developed playground facilities be provided at all new schools. This is a practical method for implementation of playground objectives and should be fully explored.

Additionally, every subdivision and land development plan must include recreation areas to the satisfaction of the Planning Commission and Town Council as a prerequisite to approvals.

SUMMARY

A well-balanced community recreation program requires well-defined areas and facilities located in close proximity to the homes of the present and future populations that will use these facilities. The type of facility and the age group to be served are other important considerations. For example, facilities that are to be used primarily by children should be located as close as possible to the center of the residential neighborhood served. Recreation facilities normally should not be located along heavily travelled streets or a railroad; commercial and industrial areas are also negative influences. However, recreation can be and often is a part of commercial and industrial programs. To wit: industrial leagues for baseball, softball, bowling, etc.; and tot-lot areas in shopping centers for child care while the parent is shopping.

The Town's total area allocated to parks and playgrounds, exclusive of school properties, is approximately 45 acres. This is considerably less than the desirable standard of 10 acres of recreation space for every 1,000 persons as recommended by the National Recreation Association. This would require approximately 100 acres to serve the present population of about 10,600 persons, exclusive of the institutional populations. The estimated 1990 population would require from 100 to 120 acres on the same basis. Total acreage alone does not indicate the adequacy of a community's recreational area because it does not always afford a measure of the quality of service that is desirable. Shape, location, distribution and type are equally important.

The objectives of the recreation plan are oriented toward the development of a system of publicly owned recreation sites that would provide a diversity of facilities easily accessible to the Town's present and future population and at the same time would enhance the general attractiveness of the community. This can be accomplished by improvements to existing facilities wherever possible and the acquisition of new sites in locations where they will be needed. The proposals of any plan are essentially a compromise between the desirable and the practical. The desirable has been expressed in general terms by standards of space and location. The practical unit must necessarily be expressed in terms of the lack of undeveloped land where most needed and the limitations of public funds. The solution to the recreation problem of any community lies between the two extremes. Although compromises must be made, they must be recognized as such. The goal of providing adequate opportunities for all the age groups in the community should always be the guiding factor.

CHAPTER TEN

PUBLIC IMPROVEMENT PROGRAM

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PUBLIC IMPROVEMENT PROGRAM

INTRODUCTION

The purpose of the "Public Improvement Program" for the Town of Bloomsburg is to provide a summary of improvement projects and to demonstrate methods by which projects necessitating local level fiscal consideration can be scheduled in accordance with, annual budgeting procedures, fiscal capabilities and an overall design for community improvement. All of the proposed improvements identified in the Comprehensive Plan do not fall under local jurisdiction; however, those which do will require financial outlays in order to be implemented. In addition, many other projects will arise for consideration from time to time, through continuation of planning efforts, and they must, of necessity, be incorporated into the public improvement program.

In order to approach these projects from a realistic standpoint, it is important that they be programmed in terms of priority and financial capability. Such programming should be undertaken with an in-depth view of both the functional and financial aspects of proposed projects in order that financial limitations are not exceeded either through initial implementation costs or excessive operation costs at a later date. Efforts in this realm should include the preparation of cost estimates and, in some instances, feasibility studies to assure a sound basis for decision making processes relating to the undertaking of specific projects.

It should be noted that the intent of this chapter is not to provide an exact dollar and cents program, but rather to set forth a general procedural framework and to illustrate the manner in which this framework should be utilized in the programming and budgeting of improvement projects. This will permit the evolvement of a flexible program which can be modified through time to incorporate changing aspirations and conditions.

In this sense, it is important that the procedural framework identified herein be utilized to arrive at a definitive public improvement program. This program should be reviewed and updated on a periodic basis in order that a current picture of programmed improvements will be available. The most logical approach for such action would be to establish updating as a part of the annual budgeting procedure at the end of each year.

DEFINITIONS

To better understand the terms used hereinafter, the following definitions are presented:

1. General Fund - Utilized for transactions involving the following types of revenues and expenditures:

a. Revenue Receipts - All general revenues including taxes, departmental earnings and grants excepting those specified by law or contracted for designated funds.

b. Non-Revenue Receipts - These include receipts from such sources as temporary loans, refunds, the sale of investments, transfers from other funds, and other receipts which do not increase the net worth (assets minus liabilities) of the municipality.

c. Governmental Expenditures - Expenses incurred for such purposes as administration, the protection of persons and property, health and sanitation, and highways.

d. Non-Governmental Expenditures - Funds to repay indebtedness, refunds, transfers to other funds, and similar expenditures which do not decrease the net worth of the municipality.

2. Highway Aid Fund - Monies are distributed annually to Pennsylvania municipalities in the form of State Motor License Fund Grants. The grants are for the construction and maintenance of local roads, and the amount of such monies received by each municipality is determined by the number of miles of public roads which are maintained and the population of the municipality in relation to the other municipalities in the State.

   The State Motor License Fund Grants must be deposited in a special Highway Aid Fund, and specific guidelines must be adhered to by the municipalities in respect to the manner in which such monies are expended. Expenditures from the Fund must be made solely for the construction and maintenance of roads, bridges and associated drainage facilities; and a specified percentage of expenditures must be utilized for construction and improvement projects until the roads are classified as improved in accordance with standards set forth by the Pennsylvania Department of Transportation.

3. Special Revenue Fund - Special Revenue Funds are used to account for revenues derived from special taxes or other specific revenue sources. The use of such Funds is mandatory when a municipality levies special taxes with which to provide revenues to finance specific functions within the municipality such as recreation, street lighting or solid waste disposal. The financing of the specific functions through the use of Special Revenue Funds provides several distinct advantages. When monies are deposited in a Fund designated for a specific function, a greater degree of coordination between the financial and the physical aspects of the function or activity is obtainable. This, in turn, facilitates the planning and budgeting procedures which should be carried out. Finally, the use of a Special Revenue Fund aids in assuring that sufficient financing will be available since the monies deposited therein may be used only for the purpose for which the Fund was created.

4. Capital Reserve Fund - A Capital Reserve Fund is used to accrue funds for anticipated capital expenditures for specific projects. The monies accumulated in the Fund should not be used for any purpose other than that for which the Fund was originally created. The advantages to be derived from the use of Capital Reserve Funds are numerous and similar to those discussed previously in relation to Special Revenue Funds.

5. Revenue Sharing Trust Fund

   Under the "State and Local Fiscal Assistance Act of 1972" (Public Law 92-512), eligible governments will receive revenue sharing payments over a five-year period. These payments will represent a permanent source of revenue for the Town during the five years, and consequently, should be taken into consideration for fiscal planning purposes.

   In order to administer revenue sharing payments, local governments are required to create a trust fund in which the payments must be deposited. The Town will also be required to use the amounts in this trust fund within whatever reasonable time period is prescribed by the regulations of the U. S. Treasury Department.

   The revenue sharing payments must be used for "ordinary and necessary" expenses. In the area of maintenance and operating expenses, the payments may be used for any of the following purposes: (1) public safety - including law enforcement, fire protection, and building code enforcement; (2) environmental protection - including sewage disposal, sanitation, and pollution abatement; (3) public transportation - including transit systems and streets; (4) health; (5) recreation; (6) social services for the poor and aged; (7) financial administration - including budgeting, auditing, and tax collecting; and (8) libraries.

   There are no limitations for use of the payments for capital expenditures. Payments may not be expended for maintenance and operating expenses in the areas of general government, welfare or education; however, capital expenditures may be made for these purposes.

   In addition, municipalities may not use revenue sharing payments as matching funds to obtain federal grant-in-aid assistance. They may, however, be used as matching funds under State programs.

6. Operation and Maintenance - These are funds expended annually to operate the municipality and to maintain physical improvements erected and/or purchased in prior years.

7. Capital Outlay - These are funds which are expended to add physical improvements and equipment to the inventory of the municipality.

8. Utility Funds - These are funds established to account for the financing of a specific utility such as sewer or water.

SCHEDULING OF PUBLIC IMPROVEMENT PROJECTS

The initial step to be taken in the preparation of the public improvement program involves an identification of projects to be undertaken, the estimation of project costs, the assignment of relative project priorities and the determination of responsibility for implementation. It is essential that a schedule reflecting these considerations be evolved before any financial or administrative programming takes place.

PROJECT IDENTIFICATION

The identification of project needs should not be an arbitrary process but rather should be derived as a result of an overall planning process for the community. While specific deficiencies in the community are often easily identifiable, their relative importance to the total community may be distorted when all of the applicable factors are not considered.

Improvement projects affecting the Town will come under various levels and combinations of governmental jurisdiction. Some of the projects will be the sole responsibility of the local government, while others will require cooperative action with other municipalities. Still others will not come under local municipal jurisdiction but rather will be the responsibility of County, State or Federal agencies.

In instances when proposed improvements do not fall under local jurisdiction; for example, highway improvements by the Pennsylvania Department of Transportation - it is not necessary that the projects be considered for the purposes of priority rating and financial budgeting. Such projects should be listed, however, to maintain an awareness of their need; and the applicable governmental agencies involved should be made aware of the local desires relevant to implementation.

PROJECT COST ESTIMATES

An estimate of the cost of each proposed project falling under the jurisdiction of the local municipality is an essential aspect of the preparation of a realistic Public Improvement Program. The importance of realistic cost estimates comes from their use as input for financial budgeting purposes. Consequently, they should be given careful consideration based on the best information available at the time of preparation.

In some instances - for example, improvements to Town streets - applicable cost data may be drawn from past experience. Other proposed improvements, however, may be relatively undefined and will necessitate feasibility studies to determine the exact work to be undertaken and the cost involved. Such feasibility studies oftentimes represent relatively large costs in themselves, and they should, therefore, be scheduled accordingly as a part of the Public Improvement Program.

In instances when a proposed project will necessitate cooperative action with other municipalities, it will be necessary to proportionately distribute the cost. This can be done according to population, assessed value

of real estate, or any method which is mutually agreeable to the municipalities involved. The distribution of the estimated cost should be determined as early as possible, however, in order that each municipality can schedule the project based on as realistic a cost factor as possible.

PROJECT PRIORITIES

The assignment of a priority for each project indicates its relative need or importance in relation to the others. It should be noted, however, that a priority rating does not preclude the possibility that one or more of the proposed projects with a relatively low priority may be implemented prior to those scheduled prior to it. Since the priorities are assigned based on considerations as they appear at a given point in time, they may be subject to change as conditions change or additional influencing factors are unveiled.

Projects necessitating cooperative action on the part of other municipalities in the Area should be coordinated in terms of scheduling. This does not necessarily mean that a particular project will have the same priority for each of the applicable municipalities. It is important, however, that the actual timing for cooperative projects be coordinated in order that each municipality will be prepared financially at the time of implementation.

IMPLEMENTING AGENCIES

Town Council will be responsible for the impiementation of many of the improvement projects which come under municipal jurisdiction; however, in the case of projects involving more than one community, many options are available for the delegation of responsibilities to joint agencies. These potentials should be considered carefully in relation to the financial and administrative aspects of the various projects.

CAPITAL IMPROVEMENT BUDGET

An integral element of the Public Improvement Program is the Capital Improvement Budget which outlines the financing of the various projects for future years. The Budget usually relates primarily to the General Fund since this is the principal fiscal tool of local government; however, other funds may also be included - although considered separately - as may be applicable.

In order to prepare as realistic a Capital Improvement Budget as possible, the financial transactions of the Town during the past several years should be reviewed and analyzed. Unless unusual circumstances have occurred, these transactions will, in most cases, reflect general trends over time. These trends, coupled with as detailed a knowledge as possible of factors which may affect financing in the future, should serve as the basis for the estimating of future levels of financing.

The intent of this discussion is to provide a general indication of the purpose and intended use of the General Fund and other funds which may be applicable to the Town, as well as to review the financial operations of the muni-

cipality during the past three years. A summary of such operations involving the General Fund in the years 1969 through 1973 is provided in Table 10-1. Table 10-2 provides information on the tax structure of the Town for the same period.*

PREPARING THE CAPITAL IMPROVEMENT BUDGET

The Capital Improvement Budget is an integral element of the public improvement program since it outlines the financial aspects of implementation. The budget may be prepared for any number of years; however, it is important to recognize that the first year or two considered will usually be the most accurate in terms of financial operations as they may be expected to actually occur. On the other hand, it is also important to consider subsequent years. While the accuracy of the estimates decreases as the number of years considered increases, the estimates can provide a general indication of future financial status. This is particularly important in relation to projects which will necessitate monetary accruals over time. The recommended time period for the capital improvement budget is five years.

A Capital Improvement Program for the years 1974-1978, as well as the tax structure for the same period and relative discussion is provided. It should be noted that the budget relates only to the general fund; and although other funds may be applicable, they are only referenced in the discussion.

MUNICIPAL FINANCES

The implementation of a Comprehensive Plan is often highly dependent on the provision of the necessary funds. To better ascertain the source of and need for these funds, it is necessary to examine the overall financial position of the Town. By establishing and evaluating the financial foundation of the Town, the extent, type and timing of programs and facilities can be evolved.

This financial analysis will center on general fund expenditures and receipts; the Town's borrowing capacity; how these figures have changed since 1970 and how they will likely change by 1978; the sources of the Town's revenues; and recommendations concerning improvement of the Town's financial structure.

General Fund Expenditures

Because of increasing costs and the rising demand for municipal services, general fund expenditures have risen since 1970 with the exception of 1972 as shown on Table 10-1. That year (1972) was an exception because of Hur-

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*The Governing Body of each municipality is required to submit a copy of an Annual Budget to the Department of Community Affairs within fifteen days of adoption. The structure of Tables 10-1 and 10-2 reflects the general format of the forms which are provided for this purpose by the Department.

ricane Agnes and the need to recover from the flood damages. Total general fund expenditures were $638,531 in 1970; $703,244 in 1971; $1,354,455 in 1972; and $773,854 in 1973. These figures represent an approximate ten percent (10%) increase from 1970 to 1973.

The 1974 budget calls for a large increase in expenditure to expand and improve (1) general government services, (2) police department services through the hiring of two more patrolmen, (3) fire protection through the purchase of a $35,000 fire truck, (4) the storm sewer system, and (5) the continued flood recovery program of the Town. With these increases, the 1974 budget amounts to $1,023,500.

It is estimated that the ever increasing need for municipal services will continue to grow through 1978. Consequently, by 1978 the Town budget is expected to be about $1,182,000.

Capital improvements will be covered later in this chapter. However, it should be pointed out now that a large portion, approximately twenty-three percent (23%), of the money spent from 1975 through 1978 will be directed towards capital improvements.

Tax Structure

Bloomsburg will raise $524,500 in taxes in 1974 as shown in Table 10-2. The distribution of tax receipts is as follows: (1) real estate - 38.5%, (2) per capita - 4.9%, (3) real estate transfer - 1.9%, (4) earned income - 38.1%, (5) occupation privilege - 8.6%, and (6) amusement - 8.0%.

While this tax structure appears to be broadly based, there is a problem. The five dollar per capita tax is not a good one. It is difficult to collect, does not yield that much revenue in relation to the cost of collection, and is not based on a person's ability to pay. It is the Consultant's opinion that this tax be eliminated.

To compensate for the loss by the elimination of the per capita tax, it is recommended that other taxes be increased. The Town of Bloomsburg, in 1974 had an assessed valuation of real estate of about $14 million. An increase of only two (2) mills would provide an addition of $28,000 to the tax receipts, enough to compensate for the elimination of the per capita tax. Legislature is under consideration which would permit an increase in the 1% earned income tax. An increase to 1.3% would more than replace the per capita tax. Consideration could also be given to property transfer and/or mercantile taxes as better alternates.

In 1973 tax receipts accounted for only half of Bloomsburg's income, as shown in Table 10-3. The other sources were: (1) county, state and federal grants - 28.3%, (2) departmental earnings - 15.3%, (3) bonds - 5.9%, and (4) other miscellaneous sources - 1.5%. While departmental earnings and miscellaneous income can be counted on in the future, the level of income derived from grants cannot always be counted on. Bonds should only be used in the case of big capital improvement programs such as sewers, streets, etc. Since they will have to be paid back, bonds are also not a good annual source of income.

Borrowing Capacity

The borrowing capacity of a community is based on the arithmetic average of applicable revenue receipts for three full fiscal years preceding the date of incurring such debt. The Town may incur a debt not to exceed 250% of the average revenue receipts including any outstanding debts. For example, a community which has an average revenue receipt of $500,000 per year and an outstanding debt of $100,000 could still borrow $1,150,000 without a public referendum. However, there is no borrowing limit providing any proposal is voted favorably by the electorate in a public referendum. Table 10-4 illustrates Bloomsburg's borrowing capacity based on a non-referendum situation.

General Fund Income

Table 10-5 shows the incomes and balances of Bloomsburg's general fund from 1970 through 1973, the 1974 projected budget, and estimates from 1975 through 1978. From 1970 to 1973 the Town's income (receipts and balance) grew by $152,328 or 22.6%. Correspondingly, the Town's total expenditures grew by $135,323 or 21.2%.

In the future Bloomsburg will have to increase its income to keep pace with the growing demand for new services, new facilities, and the maintenance of existing facilities. In response to these large needs, sound budgeting will be required.

CAPITAL IMPROVEMENT PROGRAM

The long-range Capital Improvement Program and the short-range Capital Budget are extremely useful tools in carrying out the proposals of the Comprehensive Planning Program. They provide the means for maintaining a steady pace of much needed improvements and at the same time for introducing efficiencies and economies that are to be gained from the proper scheduling of capital improvements. The sooner a community turns its back on making public improvements on an unplanned, sporadic, hit-or-miss basis and begins to plan its public works and budgets properly, the better off it will be.

Capital outlays were very irregular during the recent past ranging from almost nothing in 1972 to about $73,000 in 1970. Admittedly, 1972 was an unusual year due to Hurricane Agnes, since most of the Town's financial efforts had to be directed towards flood recovery rather than new enterprises. This flood recovery process went on through 1973, is still occurring in 1974; and is likely to keep on for several more years.

Future capital improvements may be financed by: (1) continued reliance on current revenues, (2) borrowing, or (3) a combination of both methods. Either method can be utilized without placing a heavy burden on the tax payers. Additional revenue can be raised for capital expenditures by (1) increasing real estate rates, (2) increasing the ratio of assessed valuation to market value, and (3) utilizing Act 511, "The Local Tax Enabling Act," as amended, more extensively.

Borrowing can be carried out satisfactorily without straining the community's financial resources. The Town, as already explained, has a total borrowing capacity of $1.42 million in 1974. This source is adequate for the proposals of the Capital Improvement Program and should be coordinated with pay-as-you-go proposals.

Proposals for Capital Improvements

The list of capital improvements has been derived from the proposals of the Comprehensive Planning Program. The list is made of two parts; a short-term and a long-range improvements schedule.

Short-Term Proposals (For Completion by 1978)

1. Storm Sewers. As most of the citizens of Bloomsburg already know, one of the most pressing of the Town's immediate problems is the inadequacy of the existing storm sewer system. A Storm Sewer Feasibility Study is currently being prepared to determine needs and associated costs. Recommendations will be forthcoming after the completion of this report. It can be stated, however, that the Town's share of the cost of immediate storm sewer system improvements would be at least $500,000. This directly refers to the urgent need for improvement to Snyders Run. This figure is predicated on the assumptions that grants-in-aid will be forthcoming to help finance the project and the availability of a half-million dollar loan through the Farmer's Home Association of the Department of Housing and Urban Development of the Federal Government will be confirmed.

2. Streets and Highways. In order to carry out the recommendations of the Comprehensive Plan, many street improvements will be necessary. In terms of priorities they are:

   a. The three (3) intersections surrounding the Town Hall - Lightstreet Road and Penn Street, East Second Street and Lightstreet Road, and East Second and Penn Streets. All of these street intersections will require widening, resurfacing, new traffic controls, and possibly other improvements. While the exact needs and costs should be determined by a traffic study, a preliminary cost of $13,000 to $15,000 could be the Town's share of this project.

   b. Railroad Street and its intersections with West Second and West Fifth Streets. Railroad Street should be improved and widened so as to lighten the traffic load on Second Street. It should be widened from Second Street down to the industrial areas so as to increase the accessibility to truck traffic. The two (2) intersections should be changed to facilitate the proposed one-way traffic circulation. Again, the exact requirements and associated costs should be determined by detailed engineering studies. A preliminary cost to this project would be around $50,000.

c. Intersection of Millville Road and Arbutus Park Road. With the development that is beginning in this area of the Town, this intersection should be improved to allow the safe movement of traffic in the area. A preliminary cost would be $4,000.

d. Intersections of East Sixth and East Fifth Streets with East Street. To facilitate the proposed one-way circulation pattern, approximately $10,000 will have to be spent at these intersections. Traffic signal improvement currently slated to facilitate existing traffic patterns will be readily adaptable to the proposed circulation pattern.

e. Expansion of municipal parking facilities in appropriate areas should be an ongoing process. Financial allocations for this purpose could vary from $1,000 to $10,000 depending on existing site conditions and design criteria.

3. Town Hall. As an immediate expediency, the existing Town Hall is to be renovated. This project could require from $30,000 to $130,000. For this budget $30,000 will be reflected.

Long-Term Proposals

1. Reconstruction and re-alignment of sections of River Road.

2. Extension of East Tenth Street to Old Berwick Road.

3. Reconstruction of existing East Tenth Street.

4. Reconstruction of a section of West Eleventh Street. (Industrial Access)

5. A severe "S" shaped segment of Arbutus Park Road should be realigned to facilitate anticipated increased use.

6. Demolition of the Fifth Street School for recreational development.

7. Expansion of the municipal airport.

8. Acquisition of potential recreation areas with a high priority to approximately thirty (30) acres next to the municipal airport bounded by Catherine Street and Ferry Road.

9. Continued expansion and improvement of the public sewer system to meet growing demand.

10. Expansion and improvements to the storm water system as deemed necessary as a result of the Comprehensive Storm Sewer Study.

TABLE 10-1
GENERAL FUND EXPENDITURES
1970--1978

	Actual				1974	Estimated			
	1970	1971	1972	1973	Budget	1975	1976	1977	1978
GENERAL GOVERNMENT									
Operation & Maintenance	$ 57,960	$ 57,670	$ 63,391	$ 77,095	$ 97,400	$ 100,000	$ 105,000	$ 107,000	$ 110,000
Capital Outlay	0	0	0	2,265	18,200	20,000	23,000	15,000	15,000
Total	$ 57,960	$ 57,670	$ 63,391	$ 79,360	$ 115,600	$ 120,000	$ 128,000	$ 122,000	$ 125,000
PROTECTION									
Operation & Maintenance	$120,360	$138,009	$ 186,042	$181,340	$ 238,400[2]	$ 250,000	$ 255,000	$ 260,000	$ 280,000
Capital Outlay	33,546	0	0	2,000	59,000[3]	40,000	25,000	17,000	20,000
Total	$153,906	$138,009	$ 186,042	$183,340	$ 297,400	$ 290,000	$ 280,000	$ 277,000	$ 300,000
HEALTH AND SANITATION									
Operation & Maintenance	$ 68,423	$ 94,111	$ 79,881	$ 95,240	$ 78,300	$ 90,000[4]	$ 93,500	$ 110,000	$ 130,000
Capital Outlay	0	0	0	4,410	20,000	500,000[4]	0	0	0
Total	$ 68,423	$ 94,111	$ 79,881	$ 99,650	$ 98,300	$ 590,000	$ 93,500	$ 110,000	$ 130,000
HIGHWAYS									
Operation & Maintenance	$196,385	$150,990	$ 167,107	$203,010	$ 243,400	$ 200,000[5]	$ 200,000[5]	$ 219,500[5]	$ 230,000
Capital Outlay	39,055	49,150	0	7,900	9,000	110,000[5]	110,000[5]	115,000[5]	80,000
Total	$235,440	$200,140	$ 167,107	$210,910	$ 252,400	$ 310,000	$ 310,000	$ 334,500	$ 310,000
LIBRARY									
Operation & Maintenance	$ 6,000	$ 3,000	$ 3,000	$ 3,000	$ 3,000	$ 3,000	$ 3,000	$ 4,000	$ 5,000
Capital Outlay	0	0	0	0	0	0	0	0	0
Total	$ 6,000	$ 3,000	$ 3,000	$ 3,000	$ 3,000	$ 3,000	$ 3,000	$ 4,000	$ 5,000
RECREATION									
Operation & Maintenance	$ 9,990	$ 11,509	$ 14,693	$ 14,000	$ 113,500	$ 18,000	$ 20,500	$ 28,000	$ 37,000
Capital Outlay	0	0	0	1,000	0	5,000	10,000	10,000	10,000
Total	$ 9,990	$ 11,509	$ 14,693	$ 15,000	$ 113,500[6]	$ 23,000	$ 30,500	$ 38,000	$ 47,000
MISCELLANEOUS	$105,968	$106,101	$ 52,907	$144,400[7]	$ 104,500	$ 95,000	$ 100,000	$ 110,000	$ 120,000
NON-GOVERNMENT									
Principle & Interest[9]	$ 844	$ 30,213	$ 109,775[10]	$ 1,300	$ 36,000	$ 29,500[8]	$ 29,500	$ 29,500	$ 29,500
Other Non-Government	0	62,491	677,659	36,894	2,800	78,500	80,000	70,000	115,500
Total	$ 844	$ 92,704	$ 787,434	$ 38,194	$ 36,800	$ 108,000	$ 109,500	$ 99,500	$ 145,000
GRAND TOTAL	$638,531	$703,244	$1,354,455	$773,854	$1,023,500	$1,539,000	$1,054,500	$1,095,000	$1,182,000

TABLE 10-1
(CONTINUED)

NOTES

[2]The large increase in the protection budget for operation and maintenance is due to the addition of two more full-time patrolmen to the Police Department and the expansion of police service.

[3]The large increase allocated for capital outlay in the protection budget is due to the purchase of a $35,000 fire truck and other new equipment for expanded protection services.

[4]The $500,000 expenditure is for storm sewer construction.

[5]The large outlays for highways are to implement the transportation improvements deemed necessary by the Comprehensive Plan.

[6]Only $16,500 is allocated for the general recreation program. The remaining $97,000 is for the replacement of shade trees destroyed by the 1972 flood.

[7]1973 Miscellaneous Expenditures

Employee Benefits	=	$ 37,700
Real Estate Purchase	=	30,000
Authority Rentals	=	41,250
Emergency Flood Costs	=	2,550
TOTAL		$144,400

[8]The $29,500 is the annual payment required to amortize the storm sewer bond.

[9]Other non-government expenditures are largely transfers between bonds.

[10]The large non-government expenditure of 1972 was largely due to flood recovery activities. It represents emergency grants from other levels of governments and transfers from other funds within Bloomsburg.

TABLE 10-2
TAX STRUCTURE - BLOOMSBURG
1970--1978

	1970	1971	1972	1973	1974	1975	1976	1977	1978
REAL ESTATE									
Tax Rate (Mills)	12	12	15	15	15	17	17	17	20
Assessed Valuation	$12,959,980	$13,159,850	$13,159,850	$13,693,600	$14,200,000	$14,500,000	$14,750,000	$15,000,000	$15,200,000
Amount of Levy	$155,520	$157,918	$197,378	$205,404	$213,000	$246,500	$250,750	$255,000	$304,000
Uncollectable	$9,707	$5,627	$11,143	$10,000	$11,000	$12,500	$12,750	$13,000	$14,000
Net Real Estate Tax	$145,813	$152,291	$186,235	$195,404	$202,000	$234,000	$238,000	$242,000	$290,000
PER CAPITA									
Tax Rate				5	5				
Number of Taxables				5,600	5,600				
Amount of Levy				$28,000	$28,000				
Uncollectable				$2,630	$2,500				
Net Per Capita Tax	$23,200	$22,811	$21,279	$25,370	$25,500				
REAL ESTATE TRANSFER	$9,852	$3,720	$18,712	$11,749	$10,000	$10,000	$10,500	$11,000	$11,000
EARNED INCOME	$133,012	$139,100	$154,292	$182,442	$200,000	$215,000	$230,000	$250,000	$275,000
OCCUPATION PRIVILEGE	$37,320	$35,850	$35,050	$41,750	$45,000	$50,000	$53,000	$56,000	$58,000
AMUSEMENT	$25,356	$29,000	$33,288	$39,508	$42,000	$45,000	$48,000	$50,000	$52,000
TOTAL TAX RECEIPTS	$374,553	$382,772	$448,856	$496,223	$524,500	$554,000	$579,500	$609,000	$686,000

TABLE 10-3
BLOOMSBURG - 1973 INCOME SOURCES
ALL FUNDS

	$	Percent
TAXES	$ 496,223	49.0
COUNTY GRANTS	26,661	2.6
DEPARTMENTAL EARNINGS	154,853	15.3
PENNSYLVANIA GRANTS	86,814	8.6
FEDERAL GRANTS (Revenue Sharing)	172,460	17.1
BONDS	60,000	5.9
MISCELLANEOUS	15,227	1.5
TOTAL	$1,012,238	100.0

TABLE 10-4
DEBT LIMITATION
BLOOMSBURG

	1970	1971	1972
Assessed Value of Real Estate	12,959,980	13,159,850	13,879,330
5% Limit (Council)	647,999	657,993	693,967
Outstanding Notes	75,000	165,000	75,000
Remaining Capacity of Council	572,999	492,993	618,967
10% Limit (Electors)	1,295,998	1,315,985	1,387,934

	1973*	1974	1975	1976	1977	1978
Revenue Receipts for 3 Previous Years	1,632,383	1,834,575	1,996,822	2,154,249	2,258,000	2,372,500
Average for the 3 Previous Years	544,128	611,525	665,607	718,083	752,667	790,833
250% of Average	1,360,320	1,528,813	1,664,018	1,795,208	1,881,668	1,977,083
Outstanding Notes	35,000	----	500,000	475,000	450,000	425,000
Remaining Borrowing Capacity	1,325,320	1,528,813	1,164,018	1,320,208	1,431,668	1,552,083

* The calculation of debt limitations for municipalities was changed in 1972 by Act 185, "Local Government Unit Debt Act."

TABLE 10-5
GENERAL FUND INCOME
1970--1978

	Actual				1974	Estimated			
	1970	1971	1972	1973	Budget	1975	1976	1977	1978
Previous Balance	$ 28,289	$ 35,000	$ 23,533	$ 18,213	$ 52,005	$ 0	$ 0	$ 0	$ 0
Receipts from Current Tax Levy	374,553	382,772	448,856	496,223	524,500	554,000	579,500	609,000	686,000
Receipts from Prior Years	4,524	5,779	10,348						
Other Revenue Receipts[11]	104,480	163,702	137,369	189,526	190,000	200,000	210,000	220,000	230,000
Misc. Non-Revenue Receipts[12]	161,685	139,524	752,563	121,898	289,995	765,000[13]	265,000	266,000	266,000
Total Receipts and Balance	$673,531	$726,777	$1,372,668	$825,859	$1,023,500	$1,539,000	$1,054,500	$1,095,000	$1,182,000
Total Expenditures	638,531	703,244	1,354,455	773,854	1,023,500	1,539,000	1,054,500	1,095,000	1,182,000
BALANCE	$ 35,000	$ 23,533	$ 18,213	$ 52,005	$ 0	$ 0	$ 0	$ 0	$ 0

[11] Other revenue receipts include the income from parking meters, licenses and permits, authority reimbursements, fines, and other miscellaneous departmental income.

[12] Miscellaneous non-revenue receipts include loans, grants, federal revenue sharing (since 1972), and transfers from other funds.

LOANS: 1970 - $75,000 1973 - $60,000
1971 - $115,000 1974 - None
1972 - $65,000 1975 - $500,000

[13] $500,000 Bond is to help finance storm sewer construction.

CHAPTER ELEVEN

CONTINUING PLANNING

CHAPTER ELEVEN

CONTINUING PLANNING

Community development is a continuously evolving process. Therefore, planning must also be a continuing process in order to be an effective and appropriate guide under changing needs, technology and social patterns. However, such responsiveness must be carried out within the limits of fundamental ecological and sound community development objectives and practices. All elements of the Bloomsburg Plan as presented herein, should be reviewed in depth at regular intervals, depending on the rate of development but in no case at intervals of longer than three years. Furthermore, no changes should be made to the Plan without careful study and professional advice.

The principal concern of a Planning Commission and other applicable agencies and individuals should be to maintain the Comprehensive Plan in an up to date status and to move towards implementation of the various elements thereof.

A portion of the Plan which is particularly subject to change is the existing land use analysis. The most practical procedure for maintaining the existing land use record in a current status is through the use of building and zoning permit data as input. In this manner, applicable information concerning the addition and deletion of buildings and changes in use can be identified and necessary changes can be made on the "Existing Land Use" map. This will enable a continuing evaluation of the land use pattern with a view towards expanding zoning districts and modifying the other elements of the Plan as necessary.

Along these same lines, the Subdivision and Land Development Ordinance and Zoning Ordinance of the municipality should be reviewed periodically and adjusted as necessary to ensure the incorporation of innovations and flexibility in development. This procedure should include recognition of changes in enabling legislation and the evolvement of new development techniques. A continuing appraisal of the activities of the Zoning Hearing Board will aid in an overall review process, since requests for special exceptions and variances oftentimes serve as indicators of the appropriateness of the regulations as related to desired and reasonable development.

An additional element of the Plan which will require continuing attention is that pertaining to major thoroughfares. As existing highway plans are modified and new plans evolve relevant to regional highway transportation, it may be necessary to revise the Comprehensive Plan in order to achieve greater overall compatability.

Periodic reviews of the community facility and utility elements are also imperative. Existing levels of service should be reviewed as to their adequacy, and programs for the improvement and expansion of service should

be adjusted in accordance with changing conditions and needs. The general categories to which attention should be directed are public schools, police protection, fire protection, municipal buildings, recreation, water, sanitary sewers, and storm water drainage.

Since public improvement programs identify the timing and financial means of providing municipal capital improvements, such should be reviewed and updated annually. The financial budgeting and reporting procedures of the municipality should be included as part of this review, thereby enabling necessary adjustments to be made to projected revenues and expenditures. In addition, the procedural guidelines for implementation should be evaluated in light of changes in enabling legislation and available financial aids. Finally, the various projects programmed should be reviewed in terms of what has been achieved and what remains to be accomplished - as well as in respect to new projects which should be added.

The Columbia County Planning Commission, Soil and Water Conservation District, and the Columbia County Redevelopment Authority are invaluable resources to municipal planning commissions of the County. Continuous liaison should be maintained with these agencies and their services utilized whenever appropriate. Technical assistance is also available from the Bureau of Planning, Department of Community Affairs, but, as is generally the case with the other agencies mentioned, their services must be requested.

In conclusion, the plan elements set forth within this report, the responsibility of keeping them current, as well as general planning administration functions, should be supplemented by further planning and planning related activity. Some have been previously mentioned such as the recreation study. Other appropriate areas of responsibility are public education including the promotion of citizen participation in the planning process and the coordination of planning activities; while other areas of concern may be storm water drainage, programming the upgrading of collector roads under municipal jurisdiction, water resource planning, housing, and inter-governmental cooperation.

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RODGERS (CLIFTON E.) ASSOC.

Comprehensive plan town of Bloomsburg

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